



Report of the Delegates of India
to the Fifteenth (Ordinary)
Session of the Assembly of
the League of Nations
1934

PUBLISHED BY MANAGER OF PUBLICATIONS, DELHI,
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, NEW DELHI.
1935.

List of Agents in India from whom Government of India Publications are available.

(a) PROVINCIAL GOVERNMENT BOOK DEPOTS.

MADRAS :—Superintendent, Government Press, Mount Road, Madras.
BOMBAY :—Superintendent, Government Printing and Stationery, Queen's Road, Bombay.
SIND :—Library attached to the Office of the Commissioner in Sind, Karachi.
UNITED PROVINCES :—Superintendent, Government Press, Allahabad.
PUNJAB :—Superintendent, Government Printing, Punjab, Lahore.
BURMA :—Superintendent, Government Printing, Burma, Rangoon.
CENTRAL PROVINCES :—Superintendent, Government Printing, Central Provinces, Nagpur.
ASSAM :—Superintendent, Assam Secretariat Press, Shillong.
BIHAR AND ORISSA :—Superintendent, Government Printing, P. O. Gulzarbagh, Patna.
NORTH-WEST FRONTIER PROVINCE :—Manager, Government Printing and Stationery, Peshawar.

(b) PRIVATE BOOK-SELLERS.

Aero Stores, Karachi.*
 Albert Library, Dacca.
 Association Press, Calcutta.
 Banerjee & Bros., Ranchi, Messrs. G.
 Bantliya & Co., Ltd., Kucheri Road, Ajmer.
 Bengal Flying Club, Dum Dum Cantt.*
 Bhavnani & Sons, New Delhi.
 Bombay Book Depot, Girgaon, Bombay.
 Book Company, Calcutta.
 Booklover's Resort, Taikad, Trivandrum, South India.
 Burma Book Club, Ltd., Rangoon.
 Butterworth & Co. (India), Ltd., Calcutta.
 Calcutta Book Agency, 10-1, Shama Charan Dey St., Calcutta.
 Chatterjee & Co., 3, Bacharam Chatterjee Lane, Calcutta.
 Chukerverty, Chatterjee & Co., Ltd., 13, College Square, Calcutta.
 City Book Co., Madras.
 City Book House, Meston Road, Cawnpore.
 Commercial Book Co., Lahore.
 Das Gupta & Co., 54/3, College Street, Calcutta.
 Deccan Book Stall, Poona 4.
 Delhi and U. P. Flying Club, Ltd., Delhi.*
 English Book Depot, Ferozepore.
 English Book Depot, Taj Road, Agra, and Saddar Bazar, Jhansi.
 English Book Depot, Bank Road, Ambala Cantonment.
 English Bookstall, Karachi.
 Faqir Chand Marwah, Peshawar Cantonment.
 Fono Book Agency, New Delhi and Simla.
 Gaya Prasad & Sons, Agra.
 Gopalakrishna Koue, Pudumandapam, Madras, Messrs. E. M.
 Grantha Mandir, Cuttack.
 Higginbothams, Madras.
 Hindu Library, 137/F, Balaram De Street, Calcutta.
 Hyderabad Book Depot, Chaderghat, Hyderabad (Deccan).
 Imperial Book Depot and Press, near Jama Masjid (Machhiwalan), Delhi.
 Indian Army Book Depot, Dayalbagh, Agra.
 Indian Army Book Depot, Jullundur City and Daryaganj, Delhi.
 Indian Book Shop, Benares City.
 Indian School Supply Depot, 309, Bow Bazar St., Calcutta.
 Insurance Publicity Co., Ltd., Lahore.
 International Book Service, Poona 4.
 Jaina & Bros., Mori Gate, Delhi, Messrs. J. M.
 James Murray & Co., 12, Govt. Place, Calcutta (for Meteorological publications only).
 Kall Charan & Co., Municipal Market, Calcutta.
 Kamala Book Depot, 15, College Square, Calcutta.
 Kamala Book Stores, Bankipore, Patna.
 Karnataka Publishing House, Bangalore City.
 Keale & Co., Karachi.
 Kothari, Raipura Road, Baroda, Messrs. M. C.
 Krishnaswami & Co., Teppakulam P. O., Trichinopoly
 Fort, Messrs. S.
 Lahiri & Co., Calcutta, Messrs. S. K.
 Law Printing House, 11, Mount Road, Madras.
 Law Publishing Co., Mysapore, Madras.
 Lawrence and Mayo, Ltd., Bombay (for Meteorological publications only).
 Local Self-Govt. Institute, Bombay.
 London Book Co. (India), Arbab Road, Peshawar, Murree, Nowshera, Rawalpindi.
 London Book Depot, B. I. Bazar, Bareilly, U. P.
 Malhotra & Co., Quetta, Messrs. U. P.
 Mohanlal Dossabhai Shah, Rajkot.
 Nandkishore & Bros., Chowk, Benares City.
 Nateson & Bros., Teppakulam P. O., Trichinopoly S. India, Messrs. L. S.
 Nateson & Co., Publishers, George Town, Madras, Messrs. G. A.
 Newman & Co., Ltd., Calcutta, Messrs. W.
 North India Christian Tract and Book Society, 18, Clive Road, Allahabad.
 Oriental Book Supplying Agency, 15, Shukrawar, Poona City.
 Oxford Book and Stationery Company, Delhi, Lahore, Simla, Meerut and Calcutta.
 Pandia & Co., Bombay, Messrs. J. M.
 Parikh & Co., Baroda, Messrs. B.
 Pioneer Book Supply Co., 20, Shilb Narayan Das Lane, Calcutta and 219, Cloth Market, Delhi.
 Popular Book Depot, Grant Road, Bombay.
 Punjab Religious Book Society, Lahore.
 Punjab Sanskrit Book Depot, Saldmitha Street, Lahore.
 Raghunath Prasad & Sons, Patna City.
 Ram Chandra Govind & Sons, Kalbadevi Road, Bombay.
 Ram Chandra & Sons, Ambala, Kasauli.
 Rama Krishna & Sons, Booksellers, Anarkali, Lahore.
 Ram Krishna Bros., Opposite Bishrambag, Poona City.
 Ram Narain Lal, Katra, Allahabad.
 Ramesh Book Depot and Stationery Mart, Kashmere Gate, Delhi.
 Ray & Sons, 43, K. & L. Edwardes Road, Rawalpindi, Murree and Peshawar, Messrs. J.
 Ray Chowdhury & Co., 68/5, Ashutosh Mukherjee Road, Calcutta.
 Rochoose & Sons, Madras.
 Rose & Co., Karachi.
 Roy Chowdhury & Co., 11, College Square, Calcutta, Messrs. N. M.
 Sampson William & Co., 127-B, The Mall, Cawnpore.
 Sargar & Sons, 15, College Square, Calcutta, Messrs. M. C.
 Sarkar & Co., 2, Shama Charan De Street, Calcutta, Messrs. P. C.
 Scientific Publishing Co., 9, Taltola Lane, Calcutta.
 Seshachalam & Co., Masulipatam, Messrs. M.
 Shivji & Co., P. O. Chauliaganj, Cuttack.
 Shri Shankar Karnataka Pustaka Bhandara, Malamuddi Dharwar.
 S. P. Bookstall, 21, Budhwar, Poona.
 Srivilliputtur Co-operative Trading Union, Ltd., Suttur (S. I. R.).
 Standard Bookstall, Karachi.
 Standard Bookstall, Quetta and Lahore.
 Standard Book Depot, Lahore, Dalhousie and Standard Law Book Society, 5, Hastir Calcutta.
 Standard Literature Company, Ltd., Calcutta.
 Students' Emporium, Patna.
 Students' Popular Depot, Kacheri Road, Lahore.
 Surat and District Trading Society, Surat.
 Taraporevala Sons & Co., Bombay, Messrs. D. B.
 Thacker & Co., Ltd., Bombay.
 Thacker, Spink & Co., Ltd., Calcutta and Simla.
 Tripathi & Co., Booksellers, Princes Street, Kalbadevi Road, Bombay, Messrs. N. M.
 Union Stores, Indore City.
 University Book Agency, Kacheri Road, Lahore.
 Upper India Publishing House, Ltd., Literature Palace, Ammudulan Park, Lucknow.
 Varadachary & Co., Madras, Messrs. P.
 Vihar & Co., Vizagapatam.
 Wheeler & Co., Allahabad, Calcutta and Bombay, Messrs. A. H.
 Young Man & Co., Ajmer and Egerton Road, Delhi.

	PAGE.
Composition of the Delegation	1
Preliminary Remarks	2
General Debate—Poland and Minorities	2
Admission of Afganistan, Ecuador and Soviet Russia—Speech by Aga Khan	3
Elections to Assembly Offices—Aga Khan as Vice-President	8
Elections to the Council	10
Agenda	10
Work of the Committees	10
<i>First Committee.</i>	
Bolivia-Paraguay dispute—Legal questions	11
Manner of accrediting delegates to Assembly	12
<i>Second Committee.</i>	
Communications and Transit Organisation	13
Health Organisation	13
Economic and Financial Organisation	15
<i>Fourth Committee.</i>	
General remarks	16
Supervisory Commission	17
Financial position of the League	17
Arrears of contributions	19
Allocation of expenses of the League	20
Summary—Speech by Sir Homi Mehta as General Rapporteur	23
<i>Fifth Committee.</i>	
Opium and other Dangerous Drugs	24
Penal and penitentiary questions	25
Child welfare and traffic in women and children	26
International Relief Union	27
<i>Sixth Committee.</i>	
Entry of Russia and Afghanistan	28
Protection of Minorities	28
Bolivia-Paraguay dispute	29
Concluding remarks	30
Acknowledgments	31

CONTENTS—*contd.*

APPENDIX.

	PAGE.
<i>I.—First Committee.</i>	
1. Manner of accrediting delegates to the Assembly . . .	33
<i>II.—Second Committee.</i>	
1. Communications and Transit Organisation	36
2. Health Organisation	39
3. Economic and financial questions	43
4. Co-operation of the Press in the organisation of peace . . .	49
<i>III.—Fourth Committee.</i>	
1. Financial questions	53
2. Contributions in arrears	63
3. Allocation of expenses	75
<i>IV.—Fifth Committee.</i>	
1. Opium and other dangerous drugs	77
2. Penal and penitentiary questions	93
3. Traffic in women and children	104
4. Child Welfare	107
5. Assistance to indigent foreigners	113
<i>V.—Sixth Committee.</i>	
1. Protection of minorities	118
2. Prohibition of the supply of war material to belligerents . .	122
3. Dispute between Bolivia and Paraguay	123
4. Intellectual Co-operation	124
5. Mandates	134
6. Slavery	135
7. Russian, Armenian, Assyrian, Assyro-Chaldean and Turkish Refugees	136
8. } Admission of Russia to the League	139
9. }	
10. Admission of Afghanistan to the League	140
<i>VI.—General Committee.</i>	
1. Commission of Enquiry for European Union	141
2. Committees of the League	141
3. Work of the Conference for the reduction and limitation of Armaments	142
4. Nationality of Women	142
5. Status of Women	143
6. Relations between the League and the Pan-American Union .	145

To

The Right Honourable Sir SAMUEL HOARE, Bt., G.C.S.I.,
G.B.E., C.M.G., P.C., M.P., His Majesty's Secretary of
State for India.

**REPORT OF THE DELEGATES OF INDIA TO THE
FIFTEENTH (ORDINARY) SESSION OF THE ASSEM-
BLY OF THE LEAGUE OF NATIONS (1934).**

SIR, :

We beg to submit our Report on the Fifteenth (Ordinary) Session of the Assembly of the League of Nations, held at Geneva from the 10th to the 27th September, 1934, at which we had the honour to represent India.

2. The Delegation was constituted as follows:—

DELEGATES.

His Highness the Right Honourable the Aga Khan, G.C.S.I.,
G.C.I.E., G.C.V.O., Leader of the Delegation.

Sir Denys Bray, K.C.S.I., K.C.I.E., C.B.E. (Member of
the Council of India).

Sir V. T. Krishnama Chari, C.I.E. (Diwan of Baroda).

SUBSTITUTE DELEGATE.

Sir Homi Mehta (Member of the Council of State).

We are convinced by our experience of this Assembly that the task of a Delegation is made easier and the influence which it can exert is increased, if some of its members are familiar with the conditions under which their work is carried out and have been previously known in the Assembly. In this respect the Delegation was well placed. His Highness the Aga Khan had led the Indian Delegation to the Assembly in 1932 and was well known also as leader of the Indian Delegation to the Disarmament Conference and to the Special Assembly which dealt with the dispute between China and Japan. Sir Denys Bray had been a member of the Indian Delegation continuously since 1930 and Sir Homi Mehta was serving for the second year in succession. The value of this continuity of personnel was felt throughout the

whole of the proceedings and it undoubtedly influenced the election of His Highness the Aga Khan as a Vice-President by the Assembly; the appointment of Sir Denys Bray as a member of various Sub-Committees; and the selection of Sir Homi Mehta as General Rapporteur of the Fourth Committee which deals with the Budget and Finances of the League.

Preliminary Remarks.

3. Fifty-six out of the fifty-nine States Members of the League were represented, no fewer than twenty-five by their Prime Ministers or Foreign Ministers. The only Members which did not submit documents accrediting Delegates to the Assembly were Germany, Japan and Salvador. Included in the fifty-six States represented are the Union of Socialist Soviet Republics and Afghanistan, which were both admitted to membership during the Session of the Assembly.

4. At the opening of the Session the Assembly, having regard to the fact that the Disarmament Conference was still in session, decided, as in 1932 and 1933, not to set up a Committee of the Assembly to study disarmament. Towards the close of the Assembly, however, the U. S. S. R. Delegation submitted a draft resolution expressing the hope that the President of the Disarmament Conference would report to the League Council on the position of the work of the Conference and that the Council would express its views as to the procedure to be followed. In view of the decision already taken not to set up a special Disarmament Committee, and of the fact that the work of the Session was on the point of termination the Assembly did no more than take note of the draft resolution.

[Appendix V (2).]

5. His Excellency M. J. R. Sandler, first delegate of Sweden and Swedish Foreign Minister, was elected President of the Fifteenth Assembly in a secret ballot by 49 votes out of 52 votes cast.

General Debate.

6. There has been a tendency in recent years* to curtail the opening debate on the work of the League since the previous Assembly. The tendency was accentuated this year by a general feeling, voiced by Sir John Simon in the Assembly on the 14th September, that the interest of the League would be best served if the debate were limited to those who had special points to make, and if the Assembly passed as soon as possible to the real business of the meetings. With such thorny questions in the

air as the independence of Austria, the forthcoming plebiscite in the Saar, and the Bolivia-Paraguay conflict, it was obvious that the sooner Delegations got away from the glare and publicity of the Assembly into the quieter atmosphere of the Committees, the less danger there would be that feelings in regard to such questions would be exacerbated.

In the circumstances the number of speeches on the general work of the League was very small and did not include any by representatives of the great Powers. The Indian Delegation too, decided that they would be serving the best interests of the League by refraining from intervention.

7. But though the speeches on general subjects were much fewer in number and less important than usual, there was one speech on a particular subject which created a profound sensation. The Polish Government had caused to be included in the agenda of the Assembly a draft Resolution proposing that an international conference should meet for the conclusion of a general convention for the international protection of Minorities. This question is dealt with in the section of this report relating to the Sixth Committee, but at an early stage of the Assembly proceedings Colonel Beck, the Polish Foreign Minister and first delegate of Poland, raised the matter in an emphatic and challenging form. The Polish grievances and demands are not new and have been pressed before. What was new and created considerable sensation was a declaration by Colonel Beck that Poland would henceforth refuse all co-operation with international organisations in the matter of supervision over Poland's application of the system of minority protection. This startling speech brought forth early rejoinders from Sir John Simon, M. Barthou and Baron Aloisi on behalf of the United Kingdom, French and Italian Delegations respectively, denouncing what, if it was correctly understood, was a unilateral rejection of treaty engagements.

Admission of Afghanistan, Ecuador and Soviet Russia to the League.

8. Another event of outstanding general importance at this Assembly was the entry of the Union of Socialist Soviet Republics into the League. It had become known before the Assembly met that Soviet Russia desired to become a member of the League, provided she was given a permanent seat on the Council. The original idea of her sponsors was that Soviet Russia should be invited by the Assembly to join the League, in accordance with the procedure followed when Turkey and Mexico were admitted. This plan was abandoned on the ground that, in the absence of any provision to the contrary, an invitation by the Assembly must be unanimous and some States had let it be known that they intended to vote against admission. In default of an

invitation by the Assembly the device was adopted of a collective telegram of invitation to be sent to the Soviet Government by those States willing to subscribe to it. Even this was not without difficulty. Some States were willing to vote for the admission of Russia but were unwilling to sign the invitation; moreover the text of the invitation was only agreed on after much discussion behind the scenes. Finally a text securing the greatest common measure of support was adopted and, after it had been ascertained that the Soviet reply would be acceptable, it was despatched on the 15th September. The telegram was as follows:—

Geneva, September 15th. 1934.

People's Commissariat for Foreign Affairs, Moscow.

The undersigned, delegates to the fifteenth Assembly of the League of Nations from the States hereinafter enumerated :

Abyssinia, Albania, Australia, Austria, United Kingdom, Bulgaria, Canada, Chile, China, Czechoslovakia, Estonia, France, Greece, Haiti, Hungary, India, Iraq, Italy, Latvia, Lithuania, Mexico, New Zealand, Persia, Poland, Roumania, South Africa, Spain, Turkey, Uruguay and Yugoslavia,

Bearing in mind that the mission of maintaining and organising peace, which is the fundamental task of the League of Nations, demands the co-operation of all the countries of the world.

Invite the U. S. S. R. to join the League of Nations and give the League its valuable collaboration. }

This telegram is being communicated to the President of the Assembly of the League of Nations. }

It will be seen that the invitation was signed by 30 States Members of the League, including the whole of the British Commonwealth other than the Irish Free State. In addition to these 30 States the Governments of Denmark, Finland, Norway and Sweden, while unwilling to sign an invitation of the kind actually sent, though willing to join in an invitation by the Assembly itself, intimated separately to the Soviet Government their decision to vote in favour of admission.

The reply of the U. S. S. R., addressed to the President of the Assembly, was as follows:—

September 15th, 1934.

Mr. President,

The Soviet Government has received a telegram signed by a great many members of the League of Nations, namely, South Africa, Albania, Australia, Austria, Great Britain, Bulgaria, Canada, Chile, China, Spain, Estonia, Abyssinia, France, Greece, Haiti, Hungary, India, Iraq, Italy, Latvia, Lithuania, Mexico,

New Zealand, Persia, Poland, Roumania, Czechoslovakia, Turkey, Uruguay and Yugoslavia, in which, pointing out both that the mission of the League of Nations is the organisation of peace, and that this necessitates the general co-operation thereof of all nations, they invite the U. S. S. R. to join the League of Nations and add its co-operation. Simultaneously the Soviet Government has been officially informed by the Governments of Denmark, Finland, Norway and Sweden, of their favourable attitude to the entry of the U. S. S. R. into the League.

The Soviet Government, which has made the organisation and consolidation of peace the main task of its foreign policy, and has never been deaf to proposals for international co-operation in the interests of peace, considering that, coming as it does from an overwhelming majority of members of the League, this invitation represents the real will to peace of the League of Nations, and their recognition of the necessity of co-operation with the U. S. S. R., is willing to respond to it, and become a member of the League, occupying therein the place due to itself, and undertaking to observe all the international obligations and decisions binding upon members in conformity with Article 1 of the Covenant.

The Soviet Government is especially glad to be coming into the League at a moment when the question of the amendment of the Covenant in order to bring it into harmony with the Briand-Kellogg Pact, and to banish completely international warfare, is being considered by it.

Since Articles 12 and 13 of the Covenant leave it open to States to submit disputes to arbitration or judicial settlement, the Soviet Government considers it necessary to make it clear that, in its opinion, such methods should not be applicable to conflicts regarding questions arising before its entry into the League.

I venture to express the hope that this declaration will be accepted by all members of the League in that spirit of sincere desire for international co-operation and for ensuring peace to all nations, in which it is made.

(Sd.) MAXIM LITVINOFF,
People's Commissar for Foreign Affairs.

These preliminaries having been completed, the Council decided, subject to the approval of the Assembly, to appoint Soviet Russia to be a permanent Member of the Council as soon as its admission into the League had been agreed to by the Assembly. The question of admission was therefore placed on the Agenda of the Session, and referred to the Sixth Committee. In the Committee the question gave rise to a keen debate which was made specially notable by a speech of tempered eloquence and

restrained emotion from M. Motta, the leader of the Swiss Delegation, in opposition to the admission of the Soviet Union. When the vote was finally taken the result was :—

For admission	38
Against admission	3
Abstentions	7

The matter came finally before the Assembly on the 18th September, when the voting was :—

Number voting	49
For admission	39
Against admission	3
Abstentions	7

As the necessary two-thirds majority was 28, the admission of the U. S. S. R. was decided by the requisite majority.

The States whose delegates voted against admission were Netherlands, Portugal and Switzerland. Those whose delegates abstained were Argentine, Belgium, Cuba, Luxemburg, Nicaragua, Peru and Venezuela.

The whole of the British Commonwealth voted in favour of admission.

For the admission of Soviet Russia to a permanent seat on the Council the voting was :—

Number voting	50
Abstentions	10
For admission	40

Therefore, as only a simple majority was required, Soviet Russia obtained a permanent seat on the Council.

After the credentials of the Soviet representatives had been examined and approved the representatives took their seats for the first time in the Assembly on the 18th September.

9. Later in the Session an application was received from the Government of Afghanistan for admission as a Member of the League. This aroused no such misgivings as had been expressed by several States in regard to the admission of Soviet Russia. The question was placed on the Agenda and referred to the Sixth Committee, who appointed a Sub-Committee to examine the request for admission. This Sub-Committee, of which Sir Denys Bray was appointed to be a member, found that the conditions for the admission of new Members to the League had been fulfilled. Sir Denys Bray, in expressing agreement with the Turkish

Delegate in his speech recommending the admission of Afghanistan, referred to the fact that she had already served an apprenticeship in the League by participating in the Disarmament Conference, and had shown that she was instinct with the spirit of the League by entrusting her boundary dispute with Persia to Turkey's arbitration. He said that India and Afghanistan were linked by close bonds of friendship and co-operation which could only be reinforced by her entry into the League. Several other delegations spoke in terms of warm welcome of yet another Eastern nation into the League and the Sixth Committee unanimously recommended the admission of Afghanistan. The question came before the Assembly on the 27th September, the last day of the Session, and the Kingdom of Afghanistan was admitted a Member of the League by a unanimous vote amid a chorus of approval from the representatives of Turkey, Persia, India and Iraq. Her delegates took their seats after credentials had been examined and approved. His Highness the Aga Khan spoke as follows:—

“They are no conventional feelings that have prompted me to address you, and it is no conventional speech that I wish to deliver. No representative of India, no Muslim, no Asiatic, could play his part on this historic occasion unmoved. Times have been when the rulers of Afghanistan were content—were determined—to keep their nation aloof from the hurly-burly of the world: when even her historic and picturesque capital of Kabul was one of the world's forbidden cities. To-day Afghanistan has set her seal on a momentous change. Times indeed have changed in all parts of the globe. There have been developments everywhere which none could have foreseen, 30, 20 years back. Nor has Afghanistan remained unaffected by the evolution of things within, or by the march of events outside. And to-day she formally and finally enters into the great comity of nations—no stranger indeed, for she has been playing her part in session after session of the Disarmament Conference. Nor does she enter into a strange Assembly, for not only can she claim the goodwill of all, she can claim that all her next-door neighbours are to-day—and we could not say this when the sessions began—members like her of the League.

It is not without emotion that I play my part on this memorable occasion. Throughout all my associations with the League I have felt—you will pardon the frankness of a man who is perhaps all the more a true representative of India because he is also a citizen of the world—I have long felt that the League

was in danger of becoming too occidental and too representative of one creed to be truly catholic and universal. To a Muslim like myself it is no small thing that another Islamic nation is to-day entering the League. For I am convinced that her entry will strengthen the League in far greater measure than the number of her subjects or even the extent of her realm might suggest, and will invigorate it in the pursuit of our common ideals with fresh ideas and a fresh outlook.

No Indian will read unmoved the proceedings of to-day. For India, however much she may seek from the West her political institutions, remains a true daughter of the East, proud of her Eastern blood, her Eastern languages, her Eastern cultures. These she shares with Afghanistan, and 70 millions of her peoples share, as I share, with Afghanistan in the glorious brotherhood of Islam."

10 It is perhaps not inappropriate to record that at a meeting of the League Council on the 29th September, the day after the close of the Assembly, Ecuador was received as a Member of the League. As a signatory to the Treaty of Peace she was qualified to enter as an original Member without the formalities necessary in the case of Soviet Russia and Afghanistan.

Elections to Assembly Offices.

11. The first delegates of the following countries were elected Vice-Presidents of the Assembly with the following number of votes :—

United Kingdom (Sir John Simon)	.	.	.	42 votes.
Italy (Baron Aloisi)	.	.	.	42 "
France (M. Louis Barthou)	.	.	.	41 "
Austria (Dr. Kurt Schuschnigg)	.	.	.	38 "
India (His Highness the Aga Khan)	.	.	.	35 "
Yugoslavia (M. B. Yervitch)	.	.	.	31 "

It was very gratifying that for the first time in the history of the League a representative of India was elected, and by a substantial majority of votes, as one of the Vice-Presidents of the Assembly. We take it to be not only a tribute to His Highness the Aga Khan personally, but evidence of the appreciation of the part India takes in the League's activities. As Vice-President His Highness served on the General Committee of the Assembly, the function of which is to assist the President in the general direction of the work of the Assembly, in the constitution of Committees, in deciding on the communications to be made to the Assembly, in the framing of the agenda for each meeting and so on.

12. The Chairmen and Vice-Chairmen of the five main Committees were selected as follows :—

Committee.	Chairman.	Vice Chairman.
<i>First</i> —(Legal Questions)	Count Raczyński (Poland)	M. Limburg (Netherlands).
<i>Second</i> —(Technical Organizations)	The Rt. Hon. R. B. Bennett (Canada)	M. Lanschot (Netherlands).
<i>Fourth</i> —(Budget)	Count Carton de Wiart (Belgium)	M. Zumeta (Venezuela).
<i>Fifth</i> —(Social and Humanitarian)	M. Leveillier (Argentina)	Mlle. H. Vacaresco (Roumania).
<i>Sixth</i> —(Political)	M. de Madariaga (Spain)	M. Holsti (Finland).

13. The following were elected Members of the Credentials Committee, the body charged with the duty of examining the credentials of delegates :—

Mr. H. T. Andrews (South Africa).

Count Carton de Wiart (Belgium).

M. Antonoff (Bulgaria).

M. Wunsz King (China).

M. Schmidt (Estonia).

Dr. E. Jimenez (Mexico).

M. Ladislav de Tahy (Hungary).

Dr. A. C. Bado (Uruguay).

Dr. Bado was elected Chairman.

14. The Agenda Committee, appointed to examine the procedure to be followed in regard to the inclusion of new items in the agenda, was constituted as follows :—

Mr. W. E. Beckett (United Kingdom).

M. Künzl-Jizersky (Czechoslovakia).

M. Mayard (Haiti).

Mr. John Hearne (Irish Free State).

M. Piola Caselli (Italy).

M. Lozoraitis (Lithuania).

M. Camille Gorgé (Switzerland).

M. Lozoraitis was elected Chairman.

15. The General Committee of the Assembly was constituted to consist of the six Vice-Presidents, the Chairmen of the five Committees of the Assembly, and the Chairmen of the Agenda and the Credentials Committees.

Elections to the Council.

16. The three States vacating non-permanent seats on the Council were China, Panama and Spain. The States proposing themselves for election or re-election were Chile, China, Spain and Turkey. Persia, who had originally offered herself for election, withdrew on learning of Turkey's candidature. Before the regular election it was necessary for China and Spain, who sought re-election, to obtain by a two-thirds majority of votes in secret ballot, a declaration of re-eligibility. China failed to obtain the declaration, securing only 21 votes out of 53 votes cast, the number needed for a two-thirds majority being 34. Spain obtained her declaration, 44 votes out of 54 being given in her favour, the required two-thirds majority being 35. At the subsequent election to the Council Chile, Spain and Turkey were elected for a period of three years with 51, 51 and 48 votes respectively.

Agenda.

17. Following the procedure adopted in 1932 and 1933, the question of the amendment of the Covenant of the League to bring it into line with the Pact of Paris was withdrawn from the Agenda. The Assembly of 1931 had recommended the setting up of a Committee of representatives of all Members of the League to meet during the Conference for the Reduction and Limitation of Armaments to study the question. This Committee has not however yet been convened.

The question of Mandates and, apart from the Polish Resolution, the question of the Protection of Minorities were not on the Agenda but, in accordance with precedent were placed on it by Resolutions approved at early sessions of the Assembly, the former on the proposal of Norway and the latter on that of Hungary. Other subjects that were added to the Agenda were Slavery the Dispute between Bolivia and Paraguay, the manner of accrediting delegates to the Assembly and the entry of the Union of Socialist Soviet Republics and Afghanistan into the League.

Work of the Committees.

18. The representation of India on the General Committee and on the five main Committees was :

General Committee	His Highness the Aga Khan.
First	„ Sir Denys Bray.
Second	„ Sir V. T. Krishnama Chari and Sir Homi Mehta.
Fourth	„ Sir Homi Mehta.
Fifth	„ Sir V. T. Krishnama Chari.
Sixth	„ Sir Denys Bray.

19. We reproduce in the Appendix all Reports and Resolutions passed by the Assembly. In the following sections of our Report we deal only with those matters which seem to deserve special

mention either on grounds of general interest, or because they are of particular interest to India or formed the subject of discussions to which the Delegation made a material contribution.

FIRST COMMITTEE.

LEGAL QUESTIONS ARISING OUT OF BOLIVIA-PARAGUAY DISPUTE.

20. No question brought before the Fifteenth Assembly gave rise to more discussion or was regarded with more gravity than the lamentable conflict which has been raging between Bolivia and Paraguay since June 1932. The greater part of the discussions took place in the Sixth (Political) Committee, and the general question is dealt with in this report under that heading; but two legal questions arising out of efforts to deal with the dispute were brought before the First (Legal) Committee. In the first place the Paraguayan Delegate questioned whether Article 15 of the Covenant, which deals with "any dispute likely to lead to a rupture", could be applied to the dispute between Bolivia and Paraguay, seeing that a rupture had actually occurred and hostilities had been in progress for upwards of two years. The First Committee who were asked for a legal opinion on the question unhesitatingly held that Article 15 applied to the case before the Committee and in general expressed the opinion that it is applicable in its entirety when the parties to a dispute are at war, with the reservation that it would not necessarily apply in the event of a Member of the League who was the victim of an aggression applying to the Council in virtue of Article 10.

21. The other question on which the opinion of the First Committee was sought had reference to the embargo, to which numerous Governments had already subscribed, on the supply of arms and war material to the two parties to the conflict. The Government of the United Kingdom had taken the initiative in suggesting the embargo as a measure which might assist in achieving the main object of the Covenant, namely, the achievement of peace. The Bolivian Delegation had already protested against the embargo on the ground, among others, that it would have totally different consequences for the two countries to which it was applied. As Bolivia had no sea-coast the embargo would deprive her of all supplies from abroad, while Paraguay by her communications with the sea could obtain supplies, either from countries not parties to the embargo, or as contraband. The Italian Government, also, while it had acceded to the embargo, had certain misgivings on the question of principle and thought that it should be considered from the standpoint of pure law and in particular on the basis of the interpretation of the Covenant. The opinion of the First Committee was sought on the embargo from this strictly legal point of view.

22. In the opinion given by the Committee the question was divided into two parts, namely, the particular question of the embargo on supplies to Bolivia and Paraguay and the general question of prohibiting under the provisions of the Covenant the supply of arms and war material to belligerents.

On the first point the Committee held that Members of the League who had imposed the prohibition could take this measure in the particular case without any application of an article of the Covenant, and that they were acting lawfully in the exercise of their sovereignty and without infringing any provision of the Covenant. The general question of principle was shown by the discussion in the Committee to raise problems of a very diverse and complicated nature which the Committee could not solve in the time available and it was suggested that, if it was thought desirable that the study of the problems should be pursued, the Council should appoint a special Committee which would present its conclusions to the Council and to the Assembly. A Resolution on these lines was ultimately adopted by the Assembly on the recommendation of the Sixth Committee.

[Appendix V (3).]

MANNER OF ACCREDITING DELEGATES TO THE ASSEMBLY.

23. The Committee appointed by the Assembly to report on the credentials of Delegates to the Assembly had drawn attention, as similar Committees had in the past, to the great variety in the procedure adopted by Governments in accrediting their delegates. Certain of the forms used were calculated to give rise to doubts as to the validity of the credentials. At one extreme twenty-five States were supplied with full powers issued by the Heads of their respective States, while at the other the delegates of one State were accredited by a letter from the assistant secretary of the delegation itself. The Rules of Procedure of the Assembly gave no guidance in the matter as they merely directed that representatives should present their credentials to the Secretary-General. There was general agreement in the First Committee, to which the question was referred, that the matter should be regularised and it was referred to a Sub-Committee for investigation and report. The outcome was that the Assembly adopted a Resolution amending the Rules of Procedure in regard to credentials. As amended these Rules alter the term "credentials" to "full powers" for the reason that delegates to the Assembly are not Ministers Plenipotentiary accredited to a Government and that the expression "credentials" is therefore not wholly correct.

24. A more important amendment provides that the full powers shall be issued either by the Head of the State or by the Minister for Foreign Affairs, or, in the case of countries without a Minister for Foreign Affairs, by an authority possessing similar

or equivalent powers. There was some tendency to suggest that the full powers must be issued by the Head of the State as in the case of an international diplomatic conference, but the United Kingdom Delegate pointed out that the practice that prevailed in such conferences was not entirely applicable to the Assembly, which was a meeting of a very special character, and the suggestion was not pursued.

25. Finally the new rules provide that the full powers shall be delivered to the Secretary-General of the League, if possible, one week before the date fixed for the opening of the Session.

[Appendix I.]

SECOND COMMITTEE.

COMMUNICATIONS AND TRANSIT ORGANISATION.

26. There was little in the work of the Communications and Transit Organisation that calls for comment, and apart from one subject—the pollution of the sea by the discharge of oil—raised by the United Kingdom Delegation, the Committee's report was adopted without discussion. Mr. Shakespeare, who represented the United Kingdom on this Committee, enlarged on such consequences of oil pollution as the suffering and destruction of sea birds, the damage done to coastal fisheries and the rearing of fish, and the harmful effects on the amenities of seaside resorts. A draft Convention had been drawn up at Washington in 1926 prohibiting the discharge of oil or oily water within 50 to 150 miles of the coast, but the Convention had never been ratified, though the shipowners of some countries voluntarily respected the terms of the Convention. The Government of the United Kingdom felt that there was no reason why maritime countries should continue to tolerate the contamination of their waters and asked that the matter might be referred for preliminary examination to the Communications and Transit Organisation, with a view to its settlement by international agreement. The United Kingdom proposal was supported by several Delegates, including Sir Krishnama Chari on behalf of India, and it is understood that after initial enquiry the Organisation will convene experts to study the question closely.

[Appendix II (1).]

HEALTH ORGANISATION.

27. The report in the Appendix adequately summarises the work which is being performed by the Health Organisation, the high standard and value of which was referred to by several delegations. Special mention should be made of the proposal put forward by Dr. Broekhuizen (South Africa) for holding a second

Health Conference in South Africa in the autumn of 1935 to pick up the threads and continue the work of the successful Regional Health Conference held in Cape Town in November 1932, at which several African countries and India had been represented. The Conference would deal with rural and native hygiene, protection against yellow fever and the prevention of plague, eruptive fevers and other diseases. The South African Government hoped for the co-operation of the Office International d'Hygiène Publique in the preparations for the Conference. The proposal for the Conference was welcomed by several delegations and will be referred to the Health Committee.

28. Sir Krishnama Chari paid a tribute to the work of the Health Organisation, on which India had been continuously represented since 1926. He expressed the Government of India's appreciation of the work of the Eastern Bureau. Since 1925 the reports on epidemics had become constantly more useful and were regularly broadcast by the Government of India.

He referred to the work of the Malaria Commission which had begun in 1929. India continued to co-operate with that Commission through Colonel Sinton, Director of the Indian Malaria Survey. Though India had a school of malaria, three doctors had gone to the school at Singapore, including two from Indian States, showing that the work of the Commission was arousing interest in that part of India.

The Government of India was also interested in the Cape Town Conference. India had become an international link in air routes, and was also developing her internal air traffic. The possible spread of epidemics by the air routes was, therefore, of great concern to India. He looked forward to the continuation of the work begun at Cape Town, on the lines suggested by the South African Delegate.

He also referred, as a matter of interest to India, to the possibility of convening a conference on rural hygiene in the East. Such a conference had already been held in Europe. He thought that the subject should receive an Eastern orientation if the lessons learned in Europe were to be applied to Eastern countries. Such a conference had been suggested by the Indian Delegation in 1932. He understood that the Health Committee was preparing material with a view to such a conference and that the matter would be unofficially discussed at the conference to be held at Nanking this year. India attached great importance to this work and he hoped that the preparations would be completed and steps taken to hold the conference at an early date.

29. Sir Krishnama Chari's suggestion regarding a conference on rural hygiene in the East was mentioned by the Rapporteur in his report and will be referred to the Health Committee.

ECONOMIC AND FINANCIAL ORGANISATION.

30. The Assembly summed up the experience of the past year in the sphere of economic and financial policy. The Report of the Second Committee pointed to the contrast between the economic recovery which was taking place in some countries and the continued strain in international economic relations. Industrial output, which in 1933 was 12 to 13 per cent. greater than in 1932, continued to increase in most countries in 1934, but international capital movements are paralysed and new impediments to international trade are further restricting the exchange of commodities, and the value of world trade continues to decline. The Report emphasised the transformation of commercial policy, and the tendency to increased measures of controlled economy.

Attention was drawn to the value and practical importance of the Agreements for the unification of laws relating to bills of exchange, promissory notes and cheques, which came into force on the 1st January last. The hope was expressed that the application of the draft Unified Customs Nomenclature, which has been submitted to the competent administration of all States, would be possible in the near future, at any rate in a group of countries whose commercial transactions represent a considerable percentage of international trade.

31. The subject which occupied most of the time in the Committee was a proposal of the French Delegation for a study by the League organisations of the compensation system. M. Lamoureux, the French Minister for Commerce and Industry, described the circumstances in which France had been led to introduce the system of quotas, a temporary necessity which she could forgo only when she was given sufficient guarantees against dumping and currency instability by a return to a relative equilibrium in output. The same circumstances had forced her to conclude compensation agreements. Compensation however was not confined to France; more than a hundred compensation agreements had so far been concluded. Compensation was therefore a factor of increasing importance in international trade policy which could not be overlooked or ignored. The agreements varied appreciably from one country to another, and frequently from one agreement to another in the case of the same country. The primary object of the investigation which he envisaged would be to make a comparative study of the types of agreement already in force and to collect statistics showing the extent, scope and efficacy of each one of them.

32. The discussion revealed complete unanimity over the desirability of an enquiry into compensation and clearing agreements, the only difference of opinion being whether the enquiry should not cover a somewhat wider field. The general opinion of the Committee however was in favour of limiting the special enquiry at the outset to the one definite subject, the British Delegate

pointing out that the League had an appropriate organisation the Economic Committee, who surveyed general conditions from time to time and would recommend appropriate steps when the right time came. Mr. Bruce (Australia) was among the delegates who advocated a somewhat wider enquiry, and one particular problem which he regarded as suitable for international investigation was the relationship between the policy of industrial protection in agricultural countries and extreme agrarian protection in some industrial countries. This problem will no doubt be taken up in the ordinary course by the Economic Committee.

33. In supporting the French proposal Sir Homi Mehta reminded the Committee of the causes which were at the root of the present difficulties. It was chiefly the excessive protectionist policy of the smaller countries which before the war were mostly agricultural, and their desire to be self-contained, which had started the crisis. This protectionism and economic nationalism had led to the fall in international shipping and disorganisation of currencies. He thought that, while compensation and clearing agreements might provide temporary relief, a world revival would only be possible by nations discarding their selfish policies of protection.

34. A Resolution, reproduced in the Appendix, was adopted unanimously by the Committee and in due course by the Assembly, requesting the Council to arrange for the proposed enquiry by the Economic and Financial Organisation of the League. It was agreed that there should be adequate consideration, not only of the European aspect of the agreements, but also of the effects on overseas countries and on the relations between those countries and Europe.

[Appendix II (3).]

FOURTH COMMITTEE.

GENERAL REMARKS.

35. The atmosphere in which the Committee conducted its proceedings was completely different from that which obtained at the last Assembly. Last year attention was particularly directed to the undoubted seriousness of the League's financial position, and many Delegations were in a severely critical frame of mind. The British Delegate vigorously attacked what he described as the practice of systematic over-budgeting and pressed with other Delegates for a revision of the League's budgetary system; plain words were spoken on the subject of States in arrears with their contributions; and Sir Homi Mehta on behalf of the Indian Delegation moved a series of resolutions aiming at economy in League staff matters.

36. This year the Fourth Committee realised that the Supervisory Commission and the Secretariat of the League had made great efforts to meet the criticisms levelled against the last budget and had given a frank statement of the difficulties experienced in carrying out the instructions received from the last Assembly. The difference was well expressed by M. Rappard (Switzerland) who said that in recent years the general discussion was mainly a collective and individual expression of regret, apprehension, discontent and recrimination. This year, for the first time, the delegates heard statements which would rejoice all friends of economy. The Committee therefore, while still finding much connected with the finances of the League that needed attention, tempered their criticisms with real appreciation of the improvements that had been effected.

SUPERVISORY COMMISSION.

37. It may perhaps be mentioned that the Supervisory Commission is a small but very expert body whose chief function is to examine and report on the League Budget. It is a most important and essential part of the League's financial machinery and its creation was due to the activity of the Indian Delegation in the early days of the League. The members of the Commission serve in their individual capacities and not as representatives of their Governments. Among the members is Lord Meston of Agra, who has served continuously since 1923. He and M. Hambro, who is President of the Storting in Norway, were due to retire from the Commission this year, but both were eligible for re-election, and we were gratified that they were in fact re-elected to serve until the 31st December 1937.

FINANCIAL POSITION OF THE LEAGUE.

38. The Budget for 1933 amounted to 33,429,132 francs, that for 1934 to 30,827,805 francs, and the final budget for 1935 as submitted to the Assembly amounted to 30,639,664 francs. The total receipts for 1933, including certain payments of contributions in arrear, amounted to 82.32 per cent. of the contributions, about the same *percentage* as in 1932. The year ended with a cash surplus of 209,355 francs. Since the 1933 Assembly the financial position has much improved. On the 8th September, 1934, account being taken of both current and arrears contributions, 74 per cent. of the 1934 budget had been received, as compared with 58 per cent. of the 1933 budget, and 64 per cent. of the 1932 budget, at about the same dates in 1933 and 1932 respectively.

39. In the general debate with which the proceedings of the Fourth Committee opened, the Secretary-General and M. Osusky, the Chairman of the Supervisory Commission, drew attention to

various important results of the discussions and decisions of the Committee in the Assemblies of 1932 and 1933. Considerable progress has been made with the reorganisation and rationalisation of the services of the Secretariat, resulting in the removal from the budget for 1935 of fifty-five posts: arrangements are being made, as a measure of economy, for branch offices of the League and the International Labour Office abroad to be placed, within a period of three years, under the same roof and the subordinate staff pooled between the two administrations; a reduction has been effected in the rates of subsistence allowance admissible to League officials on duty away from Geneva; and the 10 per cent. pay cut imposed in 1932 has been extended indefinitely.

40. A useful recommendation adopted by the Fourth Committee was that new officials should always be appointed at the minimum salary of their category unless no candidate having the necessary qualifications and prepared to accept service on these conditions can be found. This recommendation, which is to be examined by the Supervisory Commission is based on a desire to assist the Secretariat, when making appointments, to resist pressure by States to appoint their nationals at a salary in excess of the minimum.

41. The Supervisory Commission had given close attention to the charges which had been levelled against the League of over-budgeting for its annual expenditure, and in this connection had reviewed both the budgetary methods of the League and the structure of the budget. As regards the latter, it was decided that the time had come to recast the budget and it was presented to the Assembly in its new form. But as regards budgetary methods, while various proposals had been suggested to ensure that the League's income should more closely correspond to budgeted expenditure, the Commission reached the opinion, which was shared by the Fourth Committee, that the proposals would clearly lead to even greater inconvenience than the present system, and that the only remedy for the present unsatisfactory position lay in the solution of the question of contributions in arrears. They said, in their first report:—

“It is the crisis in regard to contributions in arrear which has thrown the normal machinery out of gear or has hampered its working, and it is this crisis which has to be overcome.”

“The link between the so-called over-budgeting and unpaid contributions is complete. If one is to be put an end to, so must the other, unless a new system of collecting the revenue can be devised.”

ARREARS OF CONTRIBUTIONS.

42. It is therefore only natural that, this year, emphasis should have been concentrated on the arrears question; in fact, all the delegates who participated in the short general discussion urged the Assembly—even if bold action involved certain risks—fearlessly to face the issue. They stressed that public opinion in their countries viewed with the gravest misgivings and dissatisfaction the fact that so many Governments did not pay their contributions, thus laying a heavier burden on those who were regular in their payments. Sir Homi Mehta pointed out that in 1933 representatives of States who were unable to pay their contributions had pleaded exchange difficulties, the low price of commodities, and so on. Those excuses were no doubt quite genuine, but the position had now improved. Commodity prices all over the world had risen by from 25 per cent. to 30 per cent. Railway earnings in all countries showed an increase of from 10 per cent. to as much as 25 per cent. The exchange position was no worse, and import and export facilities had increased, as well as shipping tonnage and railway freights. That was a clear sign that prosperity was slowly but surely returning. States would now be able, therefore, by paying their contributions, to facilitate the League's work.

43. The question, as in past years, was referred to a small Sub-Committee and, in accordance with a decision taken last year, its report, which gave a full statement of the amount of arrears and details regarding each State in arrear, was made public and discussed at a public meeting of the Fourth Committee. Representatives of most of the States in arrear appeared before the Sub-Committee and gave detailed reasons for the inability of their Governments to pay their contributions in full. The reasons given were, generally speaking, the same as those given last year, namely:—

- (1) That the present scale of allocations no longer applied to the present situation;
- (2) The general difficulty caused by the economic crisis and by exchange problems.

44. The question of the scale of units was not within the competence of the Sub-Committee and was dealt with as a distinct question by the Fourth Committee. The Sub-Committee was confined exclusively to an examination of the question of arrears. Their main recommendation, which was ultimately adopted, was that a small Committee should be appointed and should sit at intervals until the next Assembly, with full power, subject to ratification, to negotiate arrangements with States for the equitable

settlement of arrears outstanding at the end of 1932. The Sub-Committee emphasised that in making any concessions to States in arrear it is essential to take into account the necessity of avoiding injustice to States which are not in arrear and are paying their contributions in full only with the greatest difficulty. It is to be hoped that as a result of the Committee's efforts a solution may be found of this troublesome and irritating question and that the Assembly may no longer have to witness the spectacle of so many States in default.

45. Another recommendation of the Sub-Committee which was adopted was that the Argentine Republic should no longer be regarded as in arrear for the four years 1929 to 1932 because, prior to the year 1933, doubts attached to the position of that State in its legal relationship to the League. There was a feeling that the arrears attributed to them were not really arrears at all and should be wiped out.

46. A salutary recommendation which will have to be considered by the Special Committee is that, in future, payments made by a State in arrear should be set off against its earliest arrears and not against its current contribution. They will also have to examine a suggestion that arrears of contribution in respect of the years 1920—1932 should be placed in a special reserve or suspense account and make proposals regarding the disposal of the account. Failing such an arrangement, any surplus resulting from the collection of arrears would have to be divided up automatically among the States, including those in arrear. The New Zealand Delegate felt strongly that any monies collected should go to those States who had had their obligations indirectly increased by the default of other States.

47. Finally consideration was given again to the proposals made last year by the Indian Delegation that representatives of States in arrear should not be elected to posts of honour in the League and that nationals of such States should not be appointed to posts in the organisations of the League. The Sub-Committee regarded the principles involved as salutary, but felt that the time to take the matter up would be after the Special Committee had impartially considered the case of each State concerned. This view was accepted by the Fourth Committee.

[Appendix III (2).]

ALLOCATION OF THE EXPENSES OF THE LEAGUE.

48. Another big question which particularly exercised the Fourth Committee and which is in some respects closely allied to that of Contributions in Arrear, was that of the allocation of the

expenses of the League. The present scale was fixed in 1925 when India was assessed at 56 units. In previous years she had been assessed at 65 and then at 60 units. The assessment was based on the principle of capacity to pay, and this was ascertained with such precision as was possible by comparison of normal heads of expenditure in the budgets of the various States for the year 1925, checked and modified in the light of supplementary economic data. The scale has only been modified since by changes in the membership of the League. When it was approved in 1925, the Allocation Committee was instructed to follow the economic development of the various Member States with a view to submitting a revised scale to the Assembly of 1928. It was subsequently decided, in view of the financial and economic conditions of the States Members to postpone the submission of the revised scale until 1934.

49. The Allocation Committee of which Sir Atul Chatterjee is a member, serving however in his individual capacity and not as a representative of India, submitted a report pointing out that national and international financial and economic conditions are such that, as a technical body bound to base its conclusions on the evidence available to it, the Committee was unable at present to submit to the Assembly a revised scale. It further declined to make any recommendations with reference to the communications it received from certain States urging that their allocation should be reduced.

50. When the question came before the Fourth Committee there was general agreement that to make a scientific and accurate scale in present circumstances was impossible. At the same time bitter disappointment at the Allocation Committee's report was expressed by many States who had hoped to obtain some relief from the burden of their contribution. At an early stage of the discussion Sir Ernest Bennett, Delegate of the United Kingdom, intervened with an original proposal to relieve the immediate situation. He proposed that the scale of all States with permanent seats on the League Council should be fixed at 105 units, the present scale being United Kingdom 105, France 79, Italy 60, and the Soviet Republic still to be determined. After allowing for the final extinction of the German contribution (79 units) and the Japanese (60 units) the British proposal would result in a net increase of 37 units. He proposed that these units should be used to minimise the burden of those States which are very seriously and specially affected by the economic depression at the present time, any alterations of the scale thus effected remaining in force until the next determination of the scale, say in 1936.

51. The former part of the proposal appeared to meet with little support and the Delegate for Italy, one of the countries principally affected, announced that he would be forced to vote

against it. On the other hand, the prospect of the distribution of a few surplus units among the States most hardly pressed found favour, not only among the representatives of such States, but also among some of the larger States and those less hardly hit by the economic and financial crisis. Certain of the smaller States had already pleaded for reduction of their allocation and the number increased after the British proposal had been made. In particular, the Chinese Delegate made a powerful appeal on behalf of his country, pointing out her special difficulties, and the great efforts she had made to pay her arrears, which had formed the subject of special negotiations with the League. He maintained that China had been over-assessed from the beginning and referred to an informal understanding (of which however the Secretary-General has no knowledge) that China should pay only a half of her current contribution so long as she continued to pay her consolidated arrears. He therefore proposed that China's contribution should be assessed as from 1931 at one-half of the present rate.

52. Sir Homi Mehta pointed out that India paid a higher contribution than any other State not permanently represented on the Council. India was a very large country with a big population, but she was extremely poor with an income per head much lower than that of any European country. India had also suffered seriously from the economic depression, particularly from the fall in commodity prices, and the farmers could not even make both ends meet. Moreover, owing to currency depreciation her contribution had increased by 30 per cent. He hoped that the Allocation Committee would give serious attention to India's case and recommend relief.

53. In the end all the proposals and suggestions on the question of allocation of expenses which had emerged in the Fourth Committee were referred to a Sub-Committee, with instructions to submit proposals to the main Committee. The Sub-Committee after further consideration of the matter submitted a draft Resolution covering the whole ground. The Resolution proposed that the contributions of Soviet Russia and Afghanistan should be fixed for the year 1935 at 79 units and 1 unit respectively, without prejudice to any decision that may be reached next year. Having regard to the admission to the League of these two States and to the fact that Germany and Japan were still liable for a portion of their contributions, since their notices of withdrawal from the League had not yet expired, a surplus of something like 20 units was available for disposal. The Sub-Committee's Resolution proposed that these twenty units should be distributed for 1935 by the Allocation Committee in reduction of the contributions of those States having the strongest claims to relief. It was made clear that the mere fact that a country has not paid its contribution

in full cannot be accepted as an argument in support of a request for relief. The Resolution went on to suggest that the British proposal (regarding the contributions of countries having a permanent seat on the Council) should be studied by Governments, and that this proposal and all proposals made in time by Governments concerning the method of contribution of Members of the League, should be placed on the Agenda of the next Assembly. Finally, the Resolution proposed that the Allocation Committee, in consultation with the Special Committee on Arrears of Contributions, should consider the Chinese proposal in regard to the reduction of her contribution and submit concrete proposals to the next Assembly. The Draft Resolution which was submitted in a spirit of conciliation and compromise, was adopted by the main Committee and by the Assembly. We feel that it does not raise any high hopes, but neither ought it to create any feeling of injustice. It certainly opens the door for a full discussion at the next Assembly, in a fuller knowledge of the facts than is at present available, of the thorny question of the contributions of the various States.

[Appendix III (3).]

Summary.

54. The general appreciation of the influential part played by Sir Homi Mehta in the Committee both this year and last, was indicated by his election as General Rapporteur of the Committee. We cannot do better than summarise the proceedings of the Committee in the words used by him in presenting his report, in the last speech delivered in the Fifteenth Assembly before the President's closing remarks. He said :

“The Fourth Committee has good grounds for being pleased with the results of its labours, and it hopes that the Assembly will share its gratification.

In the first place, the financial position of the League is better than at any time since the beginning of the crisis. Thanks to the economies which were made, last year's Budget was balanced and, if receipts continue at the same rate as during the last ten months, more favourable results may be expected this year.

In the second place, the Fourth Committee submits to the Assembly for adoption a budget of 30,639,664 francs, the *lowest* in five years ; this result was obtained notwithstanding the augmented work which will certainly arise out of increased participation in the work of the League and of its autonomous organisations.

Thirdly, as is shown in the Report of my friend M. Castillo Najera, the Committee has taken effective steps to deal with the thorny question of contributions in arrears. When this problem is settled, I feel sure that many of our budgetary difficulties—with which, in my capacity of General Rapporteur, I am more particularly concerned—will be well nigh a solution.

Fourthly, thanks to the spirit of compromise shown by all concerned, the Fourth Committee has come to a provisional and temporary agreement on the question of the allocation of expenses and has cleared the way for more definite conclusions next year.

These results do not mean that all our difficulties are over; knowing, as the Committee does, that it can count on the constant vigilance of the Secretary-General and of the responsible officials of the autonomous organisations, it looks ahead to the future with renewed confidence in the financial stability of the League."

FIFTH COMMITTEE.

OPIUM AND OTHER DANGEROUS DRUGS.

55. Very general appreciation was expressed in the Fifth Committee of the work done in recent years by the League through its various organisations in connection with the traffic in opium and other dangerous drugs. It was pointed out that of the three Conventions dealing with the subject the Hague Convention of 1912 had obtained 58 ratifications or accessions, the Geneva Convention of 1925, 51, and the Limitation Convention of 1931, 48. The result of the League's activities had been that a definite line of demarcation had been traced between the legitimate trade and the illicit traffic and it was established that the illicit traffic had now almost ceased to draw supplies from legitimate sources. The particular question that was uppermost in the minds of delegates was the increase of clandestine manufacture for the illicit traffic. The first centre of clandestine manufacture discovered was in Turkey, but owing to the energetic action of the Turkish Government the situation there was cleared up; the traffickers have now turned their attention to Bulgaria, and also to China, where the position is reported to be becoming more and more serious. Various suggestions for dealing with the illicit traffic came under consideration and are dealt with in the report in the appendix. In particular the Assembly on the recommendation of the Fifth Committee adopted a Resolution expressing the view that specialised police services represent the only means whereby Governments can detect and close clandestine factories and effectively

combat illicit traffic, and requesting the Advisory Committee to take steps to obtain the necessary information by placing this question on the agenda for its next meeting.

56. A further Resolution related to a second consultation on the draft International Convention for the Suppression of the illicit traffic which is now under reference to Governments. Under this Resolution the League Council is instructed to decide, in the light of the results of the second consultation and without further reference to the Assembly, whether a convention should be concluded and, if so, whether the draft should be submitted to a conference for which the Council will fix a date. There appears to be some hope that a conference may be held, or at any rate that a date for a conference may be fixed, before the Assembly of 1933.

57. A further conference that is envisaged is one to consider the possibility of limiting and controlling the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf. Governments and the Advisory Committee are asked to arrange for the collection as quickly as possible of the documentary material needed for the preparation of this conference.

58. Sir Krishnama Chari, in the course of some general remarks, expressed the view that the clear distinction established between the lawful trade and illicit traffic constituted an important progress. As regards the Bangkok Opium Smoking Agreement, the Indian Government had given effect to all the administrative measures. The legislative measures had been submitted to the Burma Legislative Council and the Agreement would be ratified as soon as the relevant laws had been passed. He said that the Government of India were in sympathy with the draft International Convention for the Suppression of the Illicit Traffic in Dangerous Drugs and were considering how to surmount the technical difficulties raised by this question.

[Appendix IV (1).]

PENAL AND PENITENTIARY QUESTIONS.

59. The Fifth Committee had before them a set of 55 Standard Minimum Rules for the treatment of prisoners, which had been drawn up in 1929 by the International Penal and Penitentiary Commission at the request of the League, and which had twice been referred to Governments for their observations. The rules did not pretend to embody a model organisation for prisons but were meant only to indicate the minimum conditions which should be observed in the treatment of prisoners from the humanitarian and social points of view. In many respects Indian jail administration is in advance of these

minimum conditions and the few departures from them are due to the fact that the penal system of each country must be related to its general social conditions.

A considerable number of Governments had given their approval in principle to the Standard Minimum Rules, and it was felt that the time had come for the League to take definite steps to bring about their application in practice. Two possible steps were suggested. Some private organisations had suggested the preparation of an international convention on the treatment of prisoners, and several delegates expressed themselves in favour of such a step. Other delegates, however, were opposed to the idea of embodying the Rules in a convention, and preferred the Assembly to express its approval of the rules in the form of a resolution inviting Governments, Members and non-Members of the League, to adapt their penitentiary systems to the rules wherever this had not been done. The latter course was followed, and a resolution was adopted unanimously establishing the principle that for humanitarian and scientific reasons the treatment of all categories of prisoners should never fall below the minimum set up in the rules.

[Appendix IV (2).]

CHILD WELFARE AND TRAFFIC IN WOMEN AND CHILDREN.

60. The discussion ranged over the whole work of the League in these fields since the last Assembly. The task of the Delegation was lightened as a result of the labours of Mrs. Subbarayan, who represented India at the meetings in April, 1934, of the Advisory Committee for the protection and welfare of children and young people. The conclusions of the Fifth Committee are stated in its reports and in the resolutions adopted by the Assembly. In particular the Assembly endorsed a recommendation of the Child Welfare and Traffic in Women and Children Committees that a conference should be convened under the auspices of the League between the various authorities who are responsible in Eastern countries for measures to prevent traffic in women, to consider the report of the Commission of Enquiry into the traffic in women and children in the East, and to secure closer co-operation between these authorities. The Governments concerned are to be consulted by the Secretary-General as to their willingness to co-operate in such a Conference.

61. Grave concern was expressed concerning the tragic situation of a large number of Russian refugee women in China who had been and were being forced by economic circumstances into the white slave traffic. There was considerable support for a suggestion that the League should give some immediate financial assistance towards the rehabilitation of these women, but the Fifth and Sixth Committees, to a joint Sub-Committee of which

the matter was referred, came to the conclusion that further enquiries as to what could be done ought first to be made on the spot. The Secretariat were instructed to collect further information from official and non-official sources and to report to the Traffic in Women and Children Committee. Enquiries of the kind would also be valuable for the purpose of the Eastern Conference referred to above.

62. Other matters of interest were Resolutions in favour of the abolition of licensed houses and the systematic collation by the League of information bearing on child welfare with a view to the formation of a centre of information and distribution.

63. Sir Krishnama Chari intervened in the discussion to explain that the Government of India agreed generally with the recommendations of the Commission of Enquiry in the East including those aiming at the suppression of licensed houses and mentioned that that measure had in fact been taken in India before the Commission had reported. He informed the Committee that India had so far refrained on purely constitutional grounds from acceding to the Convention for the Suppression of the Traffic in Women of Full Age which was concluded in Geneva in 1933. According to its wording the Indian States were treated as foreign territory relative to India and India's accession would involve serious constitutional and administrative difficulties. He supported the proposal that early steps should be taken to study the problem of Russian women in China in its practical details.

[Appendix IV (3) and (4).]

INTERNATIONAL RELIEF UNION.

64. An account of the activities of the International Relief Union during the year was issued during the session of the Assembly, and at the request of several delegations the matter was added to the agenda of the Fifth Committee. The objects of the Union, which was established by a Convention adopted at an International Conference in 1927, are in the words of the Convention, "(1) In the event of any disaster due to *force majeure*, the exceptional gravity of which exceeds the limits of the powers and resources of the stricken people, to furnish to the suffering population first aid and to assemble for this purpose funds, resources and assistance of all kinds; (2) In the event of any public disaster, to co-ordinate as occasion offers the efforts made by relief organisations, and, in a general way, to encourage the study of preventive measures against disasters and to induce all peoples to render mutual international assistance". The Convention envisages co-operation with Red Cross Societies and other

similar organisations. The initial funds of the Union are provided by contributions from parties to the Convention at the rate of 700 Swiss francs for each unit of its contribution to the expenses of the League of Nations. No other contributions by States are involved. The Convention did not come into force until 27th December 1932: the Union now comprises twenty-nine States including India, and three-quarters of the contributions to the initial fund have been paid. ,

It was a matter of particular interest to India that the very first manifestation of international generosity by the Union was its gift of £1,000 in January, 1934, to the Indian Red Cross towards the relief of the victims of the Bihar earthquake. Sir Krishnama Chari expressed India's gratitude for this generous assistance.

SIXTH COMMITTEE.

65. None of the Committees of the Assembly had a heavier agenda than the Sixth Committee and it was this Committee, instead of as normally happens, the Fourth (Budget) Committee, whose labours threatened to protract the sittings of the Assembly.

The numerous reports presented by the Committee and the Resolutions adopted by the Assembly are contained in the appendix. For the most part they relate to questions which, grave though their international character, are of little or no direct concern to India. This enables us to confine ourselves to giving a very condensed account of three especially important items in the proceedings.

ENTRY OF RUSSIA AND AFGHANISTAN.

66. In the earlier pages of this report we have already dealt fully with one of the most important matters which came before the Committee, namely, the admission of Soviet Russia and Afghanistan to the League.

PROTECTION OF POST-WAR MINORITIES.

67. Mention has also been made of the proposal for the summoning of an International Conference to draw up a convention for the generalisation of the system for the protection of minorities, and of the declaration by the first Polish Delegate that his Government would henceforth refuse their co-operation with the organs of the League in regard to the application of the minorities system in Poland. The discussion in the Sixth Committee, long and thorough though it was, was confined, so far as the Polish attitude was concerned, to the problem of generalisation of the system of protection. It soon became evident that the proposal

would not meet with any substantial measure of support; indeed, discussions at previous Assemblies must have persuaded the Polish Delegation from the outset that the proposal stood no chance of acceptance, for they sought to obtain some support, while weakening the logic of their case, by putting aside the idea of a world convention and suggesting that generalisation should for the time being be limited to Europe. Even in this limited form, the proposal met with so much opposition that the Polish delegate, realising the futility of dividing the Committee, did not insist on a formal vote.

The long debate which ensued on the working of the system in the other European countries to which it applies was marked by a strongly worded speech by the Hungarian delegate on the disabilities suffered by Hungarians in the countries of the Little Entente. His allegations provoked equally strong denials and protests.

[Appendix V (1).]

BOLIVIA-PARAGUAY DISPUTE.

68. The conflict between Bolivia and Paraguay has been dragging on with increasing bitterness for more than two years, indeed the armies have been fighting in the Chaco since June, 1932. Neither of the parties, although members of the League of Nations, brought the dispute before the League, and for a long time efforts were made to settle it outside the League machinery. A Committee of three Members of the League Council, however, was specially appointed to hold a watching brief, and in March, 1933, feeling that the situation was steadily deteriorating, it laid the matter before the Council under Article 11 of the Covenant. The Council's intervention was deferred pending further unsuccessful attempts at reconciliation by adjacent States, but later the Council appointed what is known as the Chaco Commission, which proceeded to the scene of hostilities in November, 1933, to enquire into all the circumstances of the dispute. It presented its report in May, 1934.

69. On the 31st May, Bolivia requested the application to the dispute of the procedure provided by Article 15 of the Covenant and, on the 9th June, requested the Council to refer the dispute to the Assembly in accordance with paragraph 9 of the same Article. The requests were held to be in order and the dispute was accordingly brought before the Assembly and referred to the Sixth Committee.

The consideration of the matter in the Sixth Committee gave rise to certain legal questions regarding the applicability of Article 15 of the Covenant to the dispute and the legitimacy of the

embargo on the export of arms to the disputants. These questions were referred to the First Committee for opinion and are dealt with in the section of this report relating to the proceedings of that Committee.

70. When the matter had been exhaustively discussed in the Sixth Committee, the Assembly adopted a Resolution noting that hostilities had been proceeding in the Chaco for more than two years and that all the efforts made to secure a pacific settlement, and notably the combined efforts of the United States, the Argentine and Brazil, had proved ineffectual. It therefore considered that, while there should be no relaxation of efforts to secure a settlement by the conciliation procedure provided for in Article 15, paragraph 3 of the Covenant, steps should forthwith be taken to prepare the report contemplated in paragraph 4 of that Article, on the understanding that the conciliation procedure should remain open until such time as the report was adopted. For this purpose it set up a Committee comprising the Members of the Council, and eight other States, namely, Columbia, Cuba, Peru, Uruguay, Venezuela, China, the Irish Free State and Sweden.

71. The Committee was enjoined to ask for such assistance as it might consider necessary, *i.e.* (as was made clear), for assistance from the United States and Brazil, which had been active in attempts to secure a pacific settlement of the dispute. The Resolution provided that if the Committee should succeed in bringing about a settlement by conciliatory means it should publish, on behalf of the Assembly, a statement giving the facts and terms of settlement. If settlement should prove impossible the Committee would submit to the Assembly the draft report mentioned in paragraph 4 of Article 15 of the Covenant. The Assembly will meet in extraordinary session at the request of the Committee.

[Appendix V (3).]

Concluding Remarks.

72. In a short session of eighteen days, the Fifteenth Assembly performed much useful and some outstanding work. Soviet Russia and Afghanistan were received into the League and Ecuador followed. Great efforts were made towards the settlement of the lamentable conflict between Bolivia and Paraguay, and the hopes of reconciliation are greater than at any time since the conflict began. The annual review of the League's finances proved that the effort to enforce economy is being maintained and is bearing fruit; and steps have been taken which bid fair to place those finances on a sounder and more satisfactory footing than at any time during recent years. The Indian Delegation,

though a smaller body than the Delegations of most other States of similar size and importance, took its full share in the work of the Assembly. And if we have been able to play a somewhat larger part than usual it is because the majority of us had the inestimable advantage of having been members of previous Delegations.

We desire to express our appreciation of the honour and responsibility which devolved upon us as representatives of India at the Assembly.

Acknowledgments.

73. We were very fortunate and happy to have the Delegation strengthened again by the addition of Sir Homi Mehta as Substitute Delegate. His work, particularly on the Fourth Committee in connection with the League finances and budget, was of the greatest help to us.

Throughout we received all possible assistance from our small but expert staff under Mr. W. D. Tomkins. We are very grateful to them.

(Sd.) AGA KHAN.

DENYS BRAY.

V. T. KRISHNAMA CHARL.

15th November, 1934.

APPENDIX.

(The Resolutions proposed by the Committees are marked by a line in the margin, and were adopted in that form, unless otherwise stated.)

I.—First Committee.

Manner of Accrediting Delegates to the Assembly.

The First Committee, to which this question was referred by the Assembly on the proposal of the General Committee, referred it to a Sub-Committee, whose report it approved in the form in which it is annexed to the present document.

For the reasons given by the Sub-Committee, the First Committee proposes to the Assembly to amend Rule 5 of its Rules of Procedure by adopting the following resolution:

DRAFT RESOLUTION.

"The Assembly decides to amend Rule 5 of its Rules of Procedure to read as follows:

"Rule 5.

- "1. Each Member shall communicate to the Secretary-General, if possible one week before the date fixed for the opening of the session, the names of its representatives, of whom there shall be not more than three. The names of substitute representatives may be added.
- "2. The full powers of the representatives shall be delivered to the Secretary-General, if possible, one week before the date fixed for the opening of the session. They shall be issued either by the Head of the State or by the Minister for Foreign Affairs.¹
- "3. A Committee of nine members for the examination of the full powers shall be elected by the Assembly on the proposal of the President. The Committee shall report without delay.
- "4. Any representative to whose admission objection has been made shall sit provisionally with the same rights as other representatives, unless the Assembly decides otherwise."

Annex.

REPORT OF THE SUB-COMMITTEE AS AMENDED AND APPROVED BY THE FIRST COMMITTEE.

In his statement of September 18th, 1934, the Chairman of the Committee on Credentials requested the First Committee to consider what documents are to be regarded as "credentials" within the meaning of

¹ It is obvious that, in the case of countries which do not possess a Minister for Foreign Affairs, the full powers may be issued by an authority possessing similar or equivalent powers.

paragraph 2 of Rule 5 of the Rules of Procedure of the Assembly. He asked whether it would not be desirable to clear up the situation and facilitate the labours of the Credentials Committee by including definite details in the Rules of Procedure as to the documents to be regarded as accrediting delegates to the Assembly in good and due form.

At its meeting on September 18th, 1934, the First Committee appointed a Sub-Committee to consider this matter. The Sub-Committee consisted of:

Mr. H. T. ANDREWS (Union of South Africa);
 M. LONE LIANG (China);
 His Excellency M. SCHMIDT (Estonia);
 His Excellency M. T. F. MEDINA (Nicaragua);
 M. J. LIMBURG (Netherlands);
 M. C. GORGE (Switzerland).

The Sub-Committee met on September 19th, M. Limburg being Chairman and also Rapporteur.

As the Chairman of the Credentials Committee recalls in the above-mentioned statement, a recommendation was last year made by the Committee and approved by the Assembly, which adopted the Committee's report, to the effect that, in future, all delegates should present full powers issued by their respective Governments.

It will be seen from the statement of the Chairman of the Credentials Committee that this year the States represented in the Assembly have accredited their delegates in the following manner:

- (a) Twenty-five States by full powers issued by the Heads of the States;
- (b) One State by full powers issued by the Minister for Foreign Affairs;
- (c) Seven States by credentials forwarded by the competent authorities of the Governments (Prime Minister, Minister for Foreign Affairs, Governor-General, or authorities to whom powers were delegated by the Minister for the purpose);
- (d) Nine States by letters or telegrams signed by the Ministers for Foreign Affairs;
- (e) Ten States by the permanent delegates to the League of Nations appearing themselves as delegates at the Assembly;
- (f) Lastly, the delegates of two States have been accredited, one by a letter from the Assistant Secretary of the delegation at the Assembly, the other by a letter from the Secretary of the Bureau of the Government of his country.

The Sub-Committee is of opinion that, *in principle*, there should not be too great a departure from the practice that prevails in international diplomatic conferences. For diplomatic conferences, the delegates' full powers are normally issued by Heads of States.

While recognising the undesirability of too much rigidity and the fact that at Geneva a certain latitude in the matter has always been allowed, the Sub-Committee feels that such methods of accrediting delegates to the Assembly as those mentioned above under (c) and (f) cannot

properly be accepted as satisfactory. Moreover, the documents mentioned in (d) do not, as a rule, constitute adequate full powers. The Sub-Committee realises that exceptional circumstances may arise in which the Credentials Committee—which should, of course, as always, be allowed a certain degree of discretion—might be satisfied with a telegram (*e.g.*, in the event of the resignation of a Cabinet, the illness of a properly appointed delegate, etc.); but it feels that this should not be regarded as a normal method of issuing full powers.

The Chairman of the Credentials Committee is right in emphasising in his statement of September 18th that, although hitherto there has been no opposition in the Assembly to the acceptance of these different forms of appointment (some of which are more or less irregular), it is not impossible that they might one day give rise to objections. One has only to reflect on the case of the Assembly having to adopt very important resolutions for which unanimity is necessary or of delegates who have not been accredited in a satisfactory manner having to participate in important elections of which the result is doubtful.

Rule 5 of the Rules of Procedure of the Assembly, in its present form, gives the Credentials Committee no guidance. Such guidance is needed, however, if the Committee is not to be led to allow too great latitude in the matter. In order to avoid the maintenance of methods which develop into a complete absence of rules without imposing too rigid rules, the Sub-Committee proposes the addition of a clause to paragraph 2 of Rule 5 of the Rules of Procedure to the effect that *“credentials” must be issued either by the Head of the State or by the Minister for Foreign Affairs.*

It is obvious that, in the case of countries which do not possess a Minister for Foreign Affairs, the “credentials” may be issued by an authority possessing similar or equivalent powers.

The expression “credentials” is not wholly correct, since delegates to the Assembly are not Ministers Plenipotentiary accredited to a Government; and the Sub-Committee therefore proposes that the word “credentials” be replaced by the words “full powers”.

In his statement of September 18th, 1934, the Chairman of the Credentials Committee further asked the First Committee to consider whether it would not be desirable to amend paragraphs 1 and 2 of Rule 5 of the Rules of Procedure in such a manner as to provide that the powers accrediting delegates to the Assembly, and the communications referred to in paragraph 1, should be sent to the Secretariat one week before the opening of the session.

After consulting the Secretariat, the Sub-Committee replies to this question in the affirmative, but adds that the time-limit of one week should not, of course, be imperative. For that reason, the Sub-Committee proposes that, in paragraph 2 of Rule 5 of the Rules of Procedure, the words “as soon as possible, and preferably” be replaced by the words “if possible, one week”.

The Sub-Committee’s proposals may be summarised as follows: to amend Rule 5 of the Rules of Procedure of the Assembly, paragraph 2, to read as follows:

“The full powers of the representatives shall be delivered to the Secretary-General, if possible, one week before the date fixed for the opening of the session. They shall be issued either by the Head of the State or by the Minister for Foreign Affairs.”

The Committee also propose to add to this paragraph as a footnote the following sentence:

“It is obvious that, in the case of countries which do not possess a Minister for Foreign Affairs, the full powers may be issued by an authority possessing similar or equivalent powers.”

To bring paragraph 1 of Rule 5 into line with the amendment to paragraph 2, the Sub-Committee also proposes the addition of the words “one week” to the said paragraph. It should accordingly read as follows:

“Each Member shall communicate to the Secretary-General, if possible one week before the date fixed for the opening of the session, the names of its representatives, of whom there shall be not more than three. The names of substitute-representatives may be added.”

At the same time, the Sub-Committee proposes two amendments to paragraph 3:

- (1) That the words “eight members” be replaced by “nine members”, to avoid having an even number:
- (2) That the words “shall be elected by the Assembly by secret ballot” be replaced by the words “shall be elected by the Assembly on the proposal of the President”. The sole object of this amendment is to bring the text into line with the practice of recent years.

(Adopted, 26th Sept. 1934.)

II.—Second Committee.

(1) *Communications and Transit Organisation.*

The work of the Communications and Transit Organisation since the fourteenth session of the Assembly, which is summarised in the Secretary-General's Report on the Work of the League, has dealt, as in the past, with questions primarily legal in character concerning international law on communications, with questions in which the economic aspect predominates, and, lastly, with specifically technical questions.

The first group of questions—in which the Communications and Transit Organisation, and its Legal Committee in particular, play an important part in the matter of international law relating to communications and transit—includes the work done by the Organisation to facilitate the settlement of disputes concerning the reorganisation of various railways in execution of certain articles of the Treaties of Peace. Experience has shown that the methods followed by the Organisation have permitted, in many cases, of the friendly settlement of such disputes, and that they have always placed the Council in possession of the comprehensive information which it requires when called upon to take a decision.

On those questions which may be regarded as mainly economic, the Organisation has refrained, at the present juncture, from engaging in discussions which could lead to no result, except within the wider

framework of discussions relating to the whole body of the present economic difficulties. It has, on the other hand, attempted to collect, for the use of Governments, general information on certain of these problems, to facilitate the resumption of international discussions on such matters when the situation permits. A report has accordingly been drawn up on the economies of air transport in Europe, and has already been submitted to the European Governments for examination. Again, in deference to the views expressed by the Council and by the last Assembly, an enquiry has been instituted concerning national public works recently executed or in process of execution in the various countries and the organisation of the execution of those works, the way in which they are financed, and the economic and social results already obtained or anticipated. All the replies of Governments to this enquiry have not yet been received, but the data given in the special report communicated to the Assembly show that the Secretariat has already received very important information, the detailed publication of which will undoubtedly be appreciated by Governments.

As regards more specifically technical questions, the task of the Communications and Transit Organisation consists, on the one hand, in facilitating the framing of international regulations relating to various questions of communications when such regulations seem possible and desirable, and, on the other, in placing the technical advice of its specialists at the disposal of Governments which may desire such co-operation.

In the matter of road traffic, the Organisation is seeking to bring about regulations for level-crossing signals, in the interests of greater safety on the roads. The work already begun, which is still at the preparatory stage, points to the likelihood of considerable progress being made by international agreement.

As regards transport by rail, studies have been continued with a view to framing model conventions to facilitate the conclusion of bilateral agreements regarding frontier stations. In the matter of air navigation, efforts have been made to conclude an international agreement regarding Customs exemption for liquid fuel used for air transport. Lastly, as regards maritime navigation, replies to the proposals for the unification of coastal buoyage have already been received by the Secretariat from the majority of the Governments; certain other replies are expected very shortly.

In connection with the unification of maritime tonnage measurement, the Chairman and the Rapporteur of the Technical Committee appointed by the Advisory and Technical Committee for Communications and Transit proceeded, at the latter's request, to make a detailed examination of the observations offered by Governments on the draft international tonnage-measurement regulations submitted to them, and suggested to the Communications and Transit Committee a number of amendments, taking into account the views expressed by the various Governments. The Advisory and Technical Committee will consider at its next session the measures which might be taken to facilitate the international unification of tonnage measurement and the conclusion of agreements on the subject.

A further question affecting the international regulation of maritime transport has just been submitted to the Communications and Transit Organisation at the request of the United Kingdom Government. This is the question of the pollution of the sea by the discharge of oil. The communication received from the United Kingdom Government points out that the pollution of the sea owing to the discharge

of oil and oily water is increasing. A draft convention was adopted by an International Conference held at Washington in 1926, but, since then, no agreement based on the conclusions of that Conference has been reached. It has been represented to the United Kingdom Government that certain evidence has accumulated in the last eight years which might alter the views expressed during that Conference, and which in any case deserves further international consideration. The United Kingdom Government's letter was laid before the Advisory and Technical Committee for Communications and Transit, on the understanding that, after an initial enquiry, the Transit Organisation should convene experts belonging to the various countries concerned to study the problem more closely. If, as the outcome of this examination, the Organisation recommends the conclusion of a convention on the matter, it will doubtless submit a memorandum to the Council setting forth the object of such a convention and the advantages which might ensue.

As regards the study of technical problems affecting the national development of the various countries, the experts of the Communications and Transit Organisation have continued to render to Governments services which have been highly appreciated. The Committee on Questions relating to Public Works and National Technical Equipment, set up by the Organisation, holds itself at the disposal of the competent technical authorities in the various countries, and is prepared to render them any assistance they may desire. The co-operation between the Organisation and the National Economic Council of China has continued. The Organisation, which is represented in China by two experts, has collaborated more especially in the examination of hydraulic problems and those relating to the development of the road system and the organisation of road traffic. At the request of the Siamese Government, a committee of experts, after an examination on the spot by one of its members, submitted to that Government a detailed report on the question of improvements to the approaches to the port of Bangkok and the installations of that port.

It should also be noted that this year, for the first time, owing to a fortunate initiative of the Committee for Communications and Transit, the Assembly has before it a special report on the working of the wireless station of the League of Nations, the activities of which have been briefly described in the chapter on Communications and Transit of the Secretary-General's report. This special report, which will in future be published annually, makes it possible to appreciate the importance of the services rendered by the station during the first two years of its activities, and the satisfactory results of its operation.

This survey of the main tasks completed or put in hand by the Communications and Transit Organisation appears to show that the Organisation, which at first devoted its chief attention to the preparation of general conventions laying down certain principles of international law in the matter of communications, has been able to enter more and more fully into the details of the special questions coming within its province, to renew its activities, and to adapt them to the changing needs of international life. The Assembly will doubtless note with satisfaction the work which the Organisation continues to perform, and particularly what it has achieved since the last session of the Assembly.

(2) *Health Organisation.*

The delegates to the Assembly, in looking over the latest report of the Health Committee and the section dealing with health questions in the Secretary-General's report, must have been impressed with the valuable work which the Health Organisation is carrying on in many parts of the world.

In reading these documents, they will have seen that the programme of the Health Organisation covers work of both a permanent and a temporary character. The permanent activities arise very largely out of Conventional obligations and the undertaking of certain essential tasks, such as that of the Epidemiological Service and the technical commissions. It is a matter for congratulation that, notwithstanding reduced financial resources, the Health Organisation has been able to carry on and even strengthen these essential services.

As regards the temporary or occasional activities, as is to be expected in time of depression, they have had to be restricted to a certain extent. The tasks in this field which limited resources permitted the Organisation to undertake seem, however, to have been very wisely chosen, since they deal with matters of widespread interest and urgent need.

It is well understood that a rational utilisation of the technical and financial resources of the Health Organisation during the difficult period through which we are passing requires concentration of effort on permanent activities. It is a matter for satisfaction that the Organisation has been able to ensure the continuation of these essential functions.

The Commission on Biological Standardisation has been able to carry on its work of collaboration between the laboratories of the different countries, and it has recently adopted international standards and units for a series of therapeutic sera. In June last, a Conference for the Standardisation of Vitamins, held in London under its auspices, achieved remarkable technical results.

The Opium Commission has not only carried out all the work entrusted to it by international Conventions but has also established a standard method for determining the morphine content of raw opium.

The Malaria Commission, in its endeavour to find a remedy as effective as but less costly than quinine, has continued its work on the therapeutic value of "totaquina" and of recently developed synthetic drugs, such as "plasmoquine" and "atebrin". The Commission, desiring to place at the disposal of Far-Eastern doctors the advantage of specialised training, organised at Singapore last spring, for the first time, an international course in malariology, with field-work in the Netherlands Indies and the Malay States. No less than twenty-seven doctors attended the course.

Another very valuable course for European malariologists was held under the auspices of the Commission at the Institute of Malariology at Rome. The participants, who numbered eighteen, were given every opportunity of studying the work of their Italian colleagues, both in the Institute under the direction of Professor Bastianelli and on the great reclamation projects which are being carried out by the Italian Government.

The Epidemiological Intelligence Service at Geneva and Singapore has been able, through the continuity of its work to accumulate information which is unique of its kind. The information collected at Geneva has made possible the statistical study of epidemic diseases prevalent during the last decade.

The value of these records has steadily increased: in 1921 they covered only eleven countries, all of them European, while in 1933 they covered one hundred and forty-eight countries.

The Singapore Bureau has become indispensable to all health work in the East. The work of the Bureau in sending out telegraphic messages to announce the onset, evolution and end of epidemics—of much importance to navigation—is being increasingly appreciated by the Sanitary Administrations within its area. It is encouraging to note that, in spite of the economic depression in the East, the countries which formerly contributed to the Eastern Bureau's budget are continuing to give it their financial support.

The *Quarterly Bulletin* published by the Health Organisation has, in less than three years, established itself as the recognised means of expressing and diffusing the modern tendencies of international hygiene. The records of technical committees and the reports of conferences of experts which are published in this *Bulletin* present an international consensus of opinion on the principal technical problems confronting health administrations.

The organisation of collective and individual study-tours, which has been carried on during the past few years, has proved highly successful. The technical staff, the majority of whom are in Government employ, have obtained in this way much information concerning the solution of problems of interest to their Governments. Each country in turn has had an opportunity of demonstrating to others varying methods of carrying out public health work. There have been established between cities and between countries permanent relations of fruitful collaboration.

The temporary activities of the Health Organisation, as contrasted with the permanent activities, to which I have just referred, have taken the form, among others, of collaboration in health matters with the Governments of various countries, such as assistance in the reorganisation of sanitary services in Greece and China, and the study of factors influencing health, such as pellagra in Roumania and public nutrition in Chile.

The most striking example has been the help given to the Health Administration of China, which began some three years ago. In this connection must be mentioned the names of certain medical authorities who have collaborated in this work: Dr. Rajchman, Dr. Borcic, Dr. Stampar, Dr. Kund Faber, and the Director of the Health Administration in China, Dr. J. Heng Liu.

In reading the latest reports from China, one is surprised by the breadth and diversity of this work which has been done so successfully by the Central Field Health Station, with headquarters at Nanking. The work carried out under the auspices of this Station in the field of epidemic diseases includes the campaign of vaccination against cholera and smallpox, conducted with vigour in the cities and ports, with the remarkable result that Shanghai has been free from cholera for two years; the campaign against bilharziasis in Chekiang, against kala-azar in Kiangsu, against plague in a number of provinces, against malaria in the Yangtze valley and in the labour camps of workers engaged in road-building; the increase in the production of sera and vaccines at Nanking and Peiping; and the establishment of model health centres in several centres of population.

The influence of the Central Field Health Station is far-reaching in the field of sanitation. Many cities have appealed to it for assistance in improving their water supplies, and the authorities of many provinces have entrusted to it the reorganisation of their health services.

Recently, its efforts have been brought to bear on the distant North-West Provinces, where, as a result of Dr. Stampar's studies, the problem of preventing animal diseases has been shown to be an economic factor of great importance to human health. Not less important is the rôle of the Central Health Station in the matter of hospital construction, for it has prepared the plans of several hospitals which provincial and municipal authorities are constructing at their own expense. The training of auxiliary medical staff, midwives, sanitary engineers and health visitors is another activity of the Station. The fact that the Central Field Health Station is overwhelmed with requests for technical advice from provinces and cities all over the country is the best testimony to the place which it occupies in the life of China.

In 1932 the Health Organisation took up a question of considerable current interest—the safeguarding of public health in periods of economic depression. Parallel with social investigations, clinical investigations were made in accordance with the Health Committee's recommendations in various countries, their object being to compare the state of nutrition in families suffering from total or partial unemployment with the state of nutrition in groups of the population working full time. These investigations are not yet complete, but the statistical studies of the Health Organisation have revealed the reassuring fact that up to the present the depression has nowhere increased the general mortality rate.

It is a fact, however, that in certain cities malnutrition is more prevalent in families whose annual income *per capita* has been appreciably reduced than in families whose income has not been changed, notwithstanding the united efforts of public assistance and charitable organisations.

These studies have been well worth while and, on the whole, reflect very favourably upon the public and voluntary assistance which has been forthcoming during the present economic depression. Public nutrition is attracting widespread attention at the present time largely owing to the depression, with its accompanying food restrictions. The problem of rational public nutrition, however, will continue to exist even with the return to more normal times, and the Health Organisation is wise in giving particular attention to this question.

It is also to be congratulated on the interest it has taken in the sanitary and social aspects of housing, in view of their influence on public health.

The Health Organisation, in carrying out its duties under Article 23 of the Covenant, is to be commended upon the balance which it has maintained between its more permanent activities and those which were undertaken to meet the pressing needs of the time.

*

* *

A larger number of delegates took part in the discussion in the Second Committee, including the representatives of all the countries with which the Health Organisation is directly collaborating. These, while giving the Committee detailed and first-hand information, were unanimous in expressing their appreciation of the great service which the Health Organisation was rendering to their countries.

The delegates of France and Poland emphasised the close relationship between health and public economy. In this connection, the representatives of Italy and Mexico urged the importance of large-scale public works to combat unemployment, insisting that public works in the field of hygiene should be given priority. The delegate of Mexico recalled the resolutions already adopted by international bodies, as well as the work undertaken by several Governments, and suggested that the League of Nations and International Labour Office should study all measures taken to protect public health by a policy of public works.

The delegates of Denmark, France, Hungary and Venezuela emphasised the valuable work which the Health Organisation is carrying on in the field of nutrition, the delegate of Venezuela pointing out, in this connection, the desirability of enquiring into the effects on health of manufactured food products, while the delegates of France and Hungary considered that enquiries should be made into the possibilities of extending the consumption of wheat to under-nourished populations. Many of these delegates referred to the value of the enquiry into the possible effects of the economic depression on public health and stressed the importance of housing in this connection. It was considered that the Health Organisation must continue to deal with this question even after the gravity of the present economic depression has diminished.

The delegate of India recalled the proposal made by his Government in 1932 to organise a rural hygiene conference for Far-Eastern countries and expressed the hope that the conference would be convened at a not-too-distant date.

A number of delegates, including those of the United Kingdom, Denmark, the Irish Free State and Poland, expressed their appreciation of the collective and individual study-tours organised under the auspices of the Health Organisation.

The representative of the Union of South Africa referred to the first Health Conference held in Capetown in December 1932, and proposed that a Pan-African health conference should be held in Capetown in the autumn of 1935. He pointed out that the Union of South Africa attached great importance to this Conference and would accordingly be glad to afford it every material facility in its power. He thought it would be desirable for the Conference to have the advantage of the co-operation of the Office international d'Hygiène publique and asked that steps be taken to that effect.

The delegate of the Irish Free State spoke of the effort of his Government to reorganise hospital services in the Irish Free State, and expressed the hope that the forthcoming tour arranged by the Health Organisation to study the problem of rural hospitalisation in his country would be of value to all countries faced with similar problems.

These and all other suggestions presented by the delegates to the Second Committee will be referred to the Health Committee, which will be able to profit from the very full discussion of its work in the Second Committee.

On behalf of the Second Committee, I have the honour to propose the adoption of the following resolution:

"The Assembly,

"Having considered the chapter on the work of the Health Organisation in the report on the work accomplished by the League of Nations since the fourteenth session of the Assembly" (document A.-6-1934):

"1. Notes with satisfaction that the Health Organisation has ensured the continuity of its essential work, while adapting its activities in such a way as to take account of existing economic and financial conditions;

"2. Approves the Rapporteur's conclusions and requests the Council to communicate to the Health Organisation the suggestions of a technical order in his report."

(Adopted, 26th Sept. 1934.)

(3) ECONOMIC AND FINANCIAL QUESTIONS.

I.

1. It may be useful to preface this report to the Assembly on the economic and financial work of the League by some brief reference to the general economic setting in which that discussion took place. The dominant characteristic of the present economic situation is the contrast between the economic recovery which is taking place in many countries to-day and the continuation of the strain upon the international economic equilibrium. During the year 1933, it is estimated that industrial output in the world as a whole was some 12 to 13 per cent. greater than in 1932, and this recovery has continued in most countries during the course of the present year. In the recovery which has taken place, some States, it is true, have scarcely shared and others have shared in it to very varying degrees. It is noticeable, however, that amongst those in which conditions have improved the most in the last year may be numbered both industrial States and certain important producers of raw materials, but the recovery has been almost wholly in national markets. The value of world trade has continued to decline, and the quantum of goods entering into international trade has only shown a fractional increase.

2. Economic and financial relations between countries remain strained. The foreign exchange markets are apprehensive of further disorganisation. International capital movements are paralysed and new impediments to international trade are still further restricting the exchange of commodities in many areas. This contrast between domestic recovery and international stagnation is due, all agree, largely, if not wholly, to measures adopted by various Governments in restriction of trade, measures originally designed to lessen the impact of the depression upon the countries for whose affairs those Governments are responsible. But these endeavours of individual countries have had for result, not the prosperity anticipated, but a price disequilibrium which it is proving extremely difficult to adjust.

3. As the Secretary-General has pointed out in a striking passage of his report: "Each country, to whatever extent it may be attracted towards the rival principles of inflation or deflation, is trying to

settle the question of its price levels as best it can. The resulting variations, however, are often governed by comparisons with the price levels of other countries.

4. "It may even be sometimes asked whether the situation of a given country is not affected as much by the decisions of other Governments as by those of its own." In fact, no country can successfully pursue an economic policy without regard to the policies of other countries unless the very object of its policy is that of complete isolation.

II.

5. The Assembly and, more particularly, its Second Committee, to whose competence it belongs to sum up the experience of the past year in the sphere of economic and financial policy, has met this year at a juncture which may perhaps not unjustly be called a critical point in the development of economic doctrine. Since that great gathering the Monetary and Economic Conference found it impossible to continue its labours and, as we stated in the report which this Committee submitted to the fourteenth Assembly, "it was found necessary to defer discussion both of the problems of commercial policy and of quantitative restrictions to trade as well as many of the financial questions", the League has abstained from framing any particular principles of economic policy, and the Assembly of 1933 limited itself to the simple approval of the report of the Second Committee (see resolutions of the fourteenth Assembly, IV, 3).

6. The year which has elapsed since October 1933 has not witnessed any spectacular or outstanding events in international economic relations, but, nevertheless, a certain slow process of transformation of the principles of commercial policy seems to be discernible in the multitude of facts which we have registered in that sphere during the course of the last twelve months. This is a tendency not unknown before, but it has become more and more pronounced, so that we may well ask ourselves if the attitude of watching events without acknowledging their intrinsic significance can usefully and justifiably be pursued any longer. The tendency to increase constantly the measure of "controlled economy" is producing a profound effect on the conceptions of commercial policy with which we have been familiar, and it is therefore not surprising that it occupied a central place in the recent discussions of the Economic Committee of the League, which, however, decided to postpone until its next session the framing of a detailed report on existing international economic relations. The Second Committee had inevitably to deal with the phenomena described above, and its task was rendered particularly delicate by the circumstances that it was venturing on new ground likely to produce a variety of conflicting views.

7. The first measures of intervention in matters of trade and finance were taken by individual States with the object of self-defence and of maintaining at all costs the equilibrium of national economy threatened by the outbreak of the acute crisis in 1931. To-day, in many countries, it seems that there would be no more a question of controlled or uncontrolled economy, but merely a question of the degree of such control. Once the first steps in this direction had been taken, these inevitably called for successive measures, and thus we have gradually arrived at a situation when one may safely say that the volume of production and trade subject, in some form or other, to the influences or effects of State control or management substantially exceeds the sector of free or unmanaged economy.

8. This fact imposes two principal considerations. First, the considerable degree of State influence in economic activity cannot be hoped to be removed all of a sudden; it is far easier to establish any particular restrictive measure than to remove it. Secondly, the responsibilities of Governments for a minimum of international economic security—if we may borrow this notion from the political vocabulary—is much heavier than ever before.

9. It was pointed out by several delegations that the world was passing through a stage of acute economic disturbance, and that, therefore, it was the duty of all Members of the League to collaborate with a view to ending this state of affairs as soon as possible. Were there any common steps to be taken to this effect and what they were—such was the question to which the Second Committee was expected to furnish a reply. Had the moment come when, at least temporarily, the League ought to abandon the hope of witnessing a speedy and simple return to what we still call “normal conditions”?

10. When the Economic Committee of the League held its last session in July, it was naturally led to discuss the questions of currency stability, abolition of exchange control, revision of the quota policy and the idea of preferences and regional groups—all problems the solution of which depends directly on the action of States or Governments. The discussion in the Second Committee centred round the same problems and revealed, as could not be otherwise expected, differences of opinion on certain of their aspects; but there was, on the other hand, unanimity as to certain fundamental considerations regarding the future treatment of these problems. It was the unanimous feeling of the Committee that, if the policy of combating the effects of the general depression by an ever growing number of autonomous economic or financial measures taken by individual countries was not checked or canalised, international economic relations would be further seriously imperilled. Consequently, there was also unanimity among the members of the Second Committee that the League of Nations should continue to watch for and investigate the possibilities for common action in the field of economic relations, and that the international situation should not be permitted to drift from bad to worse owing to the lack of advice or initiative.

11. It was recognised in the course of the debate that the present state of affairs in international economic relations was due to the importance attached to the sociological and political considerations rather than to purely economic conceptions in the management of the economic system of a great number of countries, and that this situation had acquired a degree of permanency of which account had to be taken if any hope of overcoming the stagnation in international trade was to be entertained. On the other hand, the Committee held that a return to international co-operation and the establishment of a future plan of common action were indispensable prerequisites of a successful re-establishment of a sound basis for international economic intercourse.

12. Without pronouncing itself definitely on the priority of monetary or commercial measures in general, the Committee rallied to the proposal of the French delegation to proceed as rapidly as possible to a study of the questions connected with so-called compensation and clearing arrangements. Arrangements of this kind, which had originally been devised as an expedient for overcoming disturbances in the functioning of the mechanism of commerce between countries applying exchange restrictions or a quota policy, are now playing an ever-increasing and important rôle in the regulation of economic relations,

and are undoubtedly becoming an important element of commercial policy of a large number of countries.

13. Certain delegations, however, pointed out that the enquiry should not be limited to the technical aspects of compensation arrangements, but should equally bear on the reasons to which the introduction of restrictive measures, both financial and economic, were due and on the interdependence between such restrictive measures and the policy of compensation agreements. If possible, this enquiry should also be directed to ascertaining which elements in the present situation of international economic relations ought to be regarded as being of a permanent and which of a temporary or transitory character.

14. It was the unanimous opinion of the Committee that, in the enquiry to be undertaken on the strength of the resolution submitted to the Assembly, there should be adequate consideration, not only of the European aspect of compensation and clearing agreements, but also of the effects on the overseas countries and on the relations between the latter and Europe.

15. One particular aspect of the problem of the restoration of international trade and exchange was emphasised by a number of delegations—namely, the necessity of investigating the relationship between the policy of industrial protection in agricultural countries and agricultural protection in industrial countries, with particular reference to the effects of extreme agrarian protectionism in some industrial countries which, in the opinion of these delegations, is detrimental to the trade of agricultural countries and is liable to retard world recovery. Stress was laid during the course of the discussions on the extent to which the demand of agricultural countries for industrial goods is limited by their inability to sell their products in industrial countries which have increased their agricultural protection. In the opinion of these delegations, an investigation of this problem would contribute towards elucidating the reasons for certain of the difficulties the world was encountering at the present moment and would possibly point to some methods of initiating a revival of international exchanges of goods.

16. Another problem discussed by the Committee, which it desires to bring to the notice of the Assembly, is the question of the relationship between multilateral commercial treaties and the policy of the most-favoured-nation clause. Certain delegations expressed the view that the possibility of reducing obstacles to international trade by collective action of certain groups of States would be facilitated by an agreement to refrain from invoking the obligations of the most-favoured-nation clause in respect of certain multilateral Conventions. In this connection the attention of the Committee was drawn to the Agreement opened for signature at Washington on July 15th, 1934, under the auspices of the Pan-American Union and signed on September 20th, 1934, on behalf of the United States of America.

+
* *

17. The Committee has had before it the two reports of the Secretary General on the work of the League during the past twelve months. It has not thought it necessary to summarise again the record of the work which has been achieved and which is very clearly indicated in these reports.

III.

SPECIAL QUESTIONS RELATING TO INTERNATIONAL TRADE.

18. The Second Committee desires to draw the Assembly's attention to the value and practical importance of the agreements for the unification of laws relating to bills of exchange, promissory notes and cheques.

The six Conventions concluded at Geneva came into force on January 1st last. They have been ratified by a number of countries which are of considerable importance in economic life, and there is every reason to believe that the other signatory countries will shortly ratify them also.

Henceforward the numerous divergencies which existed in the national legislations, and which hampered daily commercial transactions, will be greatly reduced, since there will now be only two systems in force—the unified Continental system and the Anglo-Saxon system. It is not impossible that later something may be done to bring these two systems into closer harmony.

In this field, the Economic Organisation of the League has thus rendered eminent services to international trade.

19. The draft unified Customs nomenclature has been submitted to the competent administrations of all the States, and a considerable number of favourable replies have been received.

In a reasonably near future, the Committee of Experts will be able to examine the various observations and amendments proposed by certain countries and draw up a final text. The time will then have come to conclude an international agreement for putting into force this new system of Customs nomenclature.

Judging by the direct participation of the representatives of a considerable number of national administrations in the preparatory work over several years, there is good reason to believe that the application of a unified nomenclature will be possible in the near future, at any rate in a group of countries whose commercial transactions represent a considerable percentage of international trade.

20. According to the procedure laid down by the Council in agreement with the Bureau of the Monetary and Economic Conference, the three draft Veterinary Conventions are to be submitted to the delegates of the countries most directly interested in these problems on October 15th next.

21. The drafts concerning commercial propaganda and certain questions of Customs technique are also to be submitted to a meeting of a group of the countries more particularly concerned. The character of certain of these drafts and the favourable replies hitherto received give ground for the assumption that considerable progress will be realised on a number of points which, although not of vital importance, are nevertheless of considerable practical value to the business world.

22. The Economic Committee, in co-operation with the Bureau of the Monetary and Economic Conference, has continued to deal directly or indirectly with the efforts made with a view to a better international co-ordination of the production and sale of a number of important products.

The work of the International Wheat Advisory Committee has been followed with interest throughout the world.

As regards sugar, after the meeting which took place in London at the beginning of this year, with the assistance of the Economic Organisation, laborious negotiations are in progress.

The indirect action of the Economic Committee has certainly contributed towards the conclusion of certain useful agreements regarding the rationalisation of the timber trade in Europe.

23. The Committee welcomed the Economic Committee's action in undertaking the study of the question of the tourist traffic considered as an international economic factor.

IV.

24. The Financial Committee has devoted the greater part of its time to work of financial consolidation in Austria, Hungary and Bulgaria. The details of this work are fully set out in the reports which it has submitted to the Council and in those of the League representatives in Vienna, Budapest and Sofia. Special attention should perhaps be drawn to the last report of the Financial Committee, which met at the beginning of this month. From this it will be seen that there had been a substantial improvement in the budgetary situation both in Bulgaria and Hungary, and that the Committee of Guarantor States have recommended that the Austrian Government should proceed to the conversion of the 1923 Guaranteed Loan. The Governments which guaranteed that loan have agreed to take measures to extend the existing guarantees to the various "tranches" of the Conversion Loan.

25. In all these three countries there has been some improvement in the general economic situation, but the clearing agreements into which Hungary and Bulgaria have entered have tended to render it increasingly difficult for them to obtain the foreign exchange necessary for their purchases of raw materials and for their debt service. It is to be hoped that one of the results of the enquiry which it is suggested that the Assembly should authorise would be to find ways and means for improving this situation as far as possible.

26. In the report of the Second Committee which the Assembly approved last year, the hope was expressed that it might prove possible for the Financial Committee to deal also with problems of a more general order than those with which it had been occupied in recent years, including such as would be of direct concern to overseas as well as European countries.

27. The Committee further expressed the hope that the Council, both in the questions it referred to the Committee and in the determination of its composition, would have this consideration in mind. The Council, in January, decided to be guided by the nature of the work which the Financial Committee will be called upon to undertake during the next three years, at the end of which it would be in a better position to decide on this matter.

28. The Economic Intelligence Service has issued its usual publications during the year. In addition to the *Monthly Bulletin of Statistics*, they include the following annual publications: *Statistical Year-Book*, *Commercial Banks*, *International Trade Statistics*, *Balances of Payments*, *Production and Prices*, and *World Economic Survey*. The last two volumes will appear shortly.

Its volumes published during the year, like those which will shortly make their appearance, do not deal exclusively with the subjects indicated in their titles; the authors have endeavoured to bring out the questions likely to be of special interest to the public in present circumstances. From year to year these publications meet with growing success among the public, as is proved by the Press notices and by the figures of sales. There can, indeed, be no doubt that they constitute an abundant and reliable source of documentation and a valuable instrument of study and information.

29. The Committee of Statistical Experts has pursued, during the past year, its task of attempting to improve economic statistics. In accordance with the provisions of the International Statistical Convention of December 14th, 1928, they have concentrated on establishing a minimum list of commodities based on the uniform Customs nomenclature also prepared under the auspices of the League. The adoption of this list should do much to bring about an improvement in trade statistics.

30. A beginning has been made with the study of economic cycles, which it has been possible to undertake owing to the generosity of the Rockefeller Foundation. A systematic analysis of theories of the business cycle has been prepared and is under consideration by a number of distinguished experts. This constitutes a tentative beginning in a piece of research the difficulty and complexity of which cannot be underrated.

V.

DRAFT RESOLUTION.

31. "The Assembly requests the Council to arrange for an enquiry to be made by the Economic and Financial Organisation of the League concerning the causes, scope, methods and results of compensation and clearing agreements.

"It requests that this study should, in particular, include an examination of the agreements concluded and the working of the organisations set up to provide for their execution, and should throw light upon the practical difficulties that have been encountered and the results that have been obtained."

(Adopted, 26th Sept. 1934.)

(4) *Co-operation of the Press in the Organisation of Peace.*

The question of the co operation of the Press in the organisation of peace, which has already been discussed by the Assembly at several previous sessions, is now again before us: we are asked to consider the results of the second Conference of Government Press Bureaux and Press Representatives, which, at the invitation of the Spanish Government, was held at Madrid from November 7th to 11th, 1933.

It was the business of the Conference to consider whether concrete proposals could be made with regard to certain of the main recommendations submitted by the Press organisations in the course of the enquiry conducted by the League into the means of preventing the spread of false information which might threaten to disturb the peace of the world and the good understanding between nations. Hence, this Conference, like the similar Conference held at Copenhagen in January 1932, represented a fresh development in the League's activity in this field.

The number and personal distinction of those present at the Madrid Conference, which was presided over by M. José Maria Doussinague y Teixidor (Spain), made it an event of indisputable importance from the standpoint of international Press relations. The Conference affirmed its devotion to the principles by which the League has always been guided—respect for the freedom of the Press and anxiety to communicate full authentic information to the Press as soon as possible. With these principles in view, it made—as the Council of the League acknowledged at its seventy-eighth session (January 18th, 1934)—a valuable contribution to the study of the question of the co-operation of the Press in the organisation of peace.

Representatives of the Government Press Bureaux of thirty-three countries, representatives of telegraph agencies and delegates of international journalists' organisations or national associations of newspaper publishers jointly examined all the proposals, suggestions and observations submitted by Press organisations on the problem of false news. The cordiality which marked these discussions, at which Press interests of so many different kinds were represented, augurs well for the progressive international organisation of the Press. The meetings and conferences relating to the Press, convened either by the League of Nations (such as the 1927 Conference of Press Experts and the preparatory meetings which preceded it) or by certain Governments with the assistance and support of the League (such as the Copenhagen and Madrid Conferences), have certainly helped to create or to strengthen the ties between the various classes of persons interested in the Press and between nationals of different countries. In this connection, a further step forward was taken by the Madrid Conference.

Various resolutions of the Madrid Conference show either the progress made in international Press relations or the desire to promote those relations. For instance, one resolution notes the creation of an international federation of associations of directors and publishers of newspapers, and expresses the hope that the international organisation of newspapers may soon be completed; another relates to the setting up of Press services in connection with delegations to international conferences; another recommends the periodical holding of international Press conferences and the setting up of a committee (consisting of the representatives of the Government Press Bureaux of Spain, the United States of America, Poland, Sweden and Czechoslovakia) for the organisation of the first future conference; other resolutions deal with various steps taken by the International Federation of Journalists, the international identity card for journalists, the international court of honour for journalists and the important problem of the status of Press correspondents in countries other than their own.

As regards this last-named problem, the Conference expressed the hope "that there may be established a general code of rules of a political, legal and professional character, calculated to ensure security

for the work and person of Press correspondents in countries other than their own".

Other resolutions refer to the study of special points raised in certain of the recommendations made by the Press organisations consulted in regard to the problem of the spread of false news or deal with measures for the application of some of those recommendations.

In this connection, special mention should be made of the resolution recommending the establishment of a committee of experts to report on technical and financial methods of preventing the spread of false news, studying more particularly the interesting memorandum submitted by the International Association of Journalists accredited to the League of Nations, to which the Assembly's attention has already been drawn. The report in question would be submitted to the next Conference of Government Press Bureaux and Press Representatives. As the Council has already pointed out, it would appear that one of the most important tasks of the Organising Committee of this future conference is to nominate and convene the body which is to draw up this report.

Another resolution of the Madrid Conference proposes the examination of the question of correcting false Press reports in the international field. The Polish Association of Publishers of Newspapers and Periodicals has submitted a document on this matter, which has been communicated to the Press organisations concerned. However, the study of this problem, both from the legal and from the political point of view, is by no means completed. It should be pursued cautiously and systematically, and the Council might perhaps request the Organising Committee of the future conference to take the necessary steps in this respect. However, the Madrid Conference was of opinion that, pending a comprehensive solution of the problem, some possibilities of correcting reports might be provided by the application of bilateral and multilateral Press agreements. A first step was taken in this direction at the Conference by the conclusion of an agreement between certain national associations of newspaper publishers (Swiss, Dutch and Polish). The Assembly can only hope that such agreements may be multiplied and extended and that they may prove effective, where necessary.

The Madrid Conference also endorsed a proposal for a detailed historical study of the effects of Press news on national feeling during past crises and of the influence that news would appear to have exercised on the development of such crises. The report adopted by the Council expresses the opinion that any action that may have the effect of calling attention to the damage that may be caused by false news is valuable, because it helps to educate public opinion. The Assembly will doubtless agree with this view and will request the Council to refer this question for examination to the Intellectual Co-operation Organisation, by which it might be investigated in conjunction with certain aspects of the problem of moral disarmament.

The Assembly will also note, as the Council has already done, the complimentary remarks made by the Madrid Conference on the report of the International Institute of Intellectual Co-operation concerning the intellectual rôle of the Press. Another report by that Institute gave rise to a discussion, as a result of which the Conference stated that it was desirable that the broadcasting services in the various countries should be maintained in such a way as not to affect good understanding between the nations.

The Conferences of Government Press Bureaux and Press Representatives are tending to become periodical. By providing for future sessions, and to that end adopting measures calling for the assistance of the Secretariat of the League of Nations, the Madrid Conference has presented us with a problem on which the Council considers it important that the Assembly should express its views. Representatives of the Secretary-General provided the Secretariat for the Conferences at Copenhagen and Madrid and co-operated with the Press Bureaux of the inviting Governments in their preparation and organisation. But those were merely isolated conferences, the value of which the Assembly had expressly recognised in advance and the essential purpose of which was to examine a problem submitted to the League of Nations, on the basis of documents with which the Assembly was familiar. The question which now has to be decided is whether the activities of the Information Section shall continue to include the provision of a Secretariat for conferences summoned in the same circumstances and in the same spirit as those previously held at Copenhagen and Madrid and designed to assist the Press in maintaining such systematic international relations as it considers desirable.

That is a somewhat special form of co-operation which, according to the report adopted by the Council, no doubt represents "the most economic means whereby the League can make an effective contribution to the efforts undertaken in this field".

By authorising the Secretary-General to allow his Services to co-operate in such cases, we should, at the same time, be carrying on the work begun by the Danish and Spanish Governments. In this way, we should give still further proof of the high value which the Assembly attaches to the influence of the Press, the powerful assistance of which will help the League's principles to prevail.

When considering the question of future sessions, the Conference of Madrid expressed the desire that "such meetings should be periodical and that a Committee appointed for the purpose for each conference should be responsible for preparing the organisation of the new conference in agreement with the Government of the inviting country and with the co-operation of the Information Section of the Secretariat of the League of Nations, after previous consultation with the Press groups concerned".

As such is to be the procedure, we can be certain that future conferences will only be summoned after adequate preparation has been made. We can furthermore be certain that the Secretary-General will only offer the assistance of his Services to the extent desired by the inviting Government and the organisers of the conference and only on condition that the purposes of the conference are in harmony with the views of the Assembly, which should, moreover, be kept regularly informed of what is being done in this sphere. Such assistance would in any case only be afforded after authorisation by the Council.

I therefore believe that it will be the general desire of the Assembly to request the Secretary-General to take such steps as may be necessary in order that the Secretariat of all future Conferences of Government Press Bureaux and Press Representatives should be provided by the competent League Services.

DRAFT RESOLUTION.

"The Assembly,

"Having noted the results of the second Conference of Government Press Bureaux and Press Representatives, which sat at Madrid from November 7th to 11th, 1933, at the invitation of the Government of the Spanish Republic;

"In view of the valuable contribution made by the Conference to the problem of the spread of false news which might endanger the maintenance of peace and a good understanding among the nations;

"Hoping that the proposed enquiries into the technical and financial means of putting an end to the spread of false news and in regard to the correction of false news appearing in the Press may prove successful;

"Believing it to be desirable that, whenever it is thought expedient, Governments should convene conferences of Directors of Press Bureaux and representatives of the Press in the conditions contemplated by the Madrid Conference;

"Requests the Council to authorise the Secretary-General to facilitate, by such means as are at his disposal, the preparation for and organisation of the next Conference of Government Press Bureaux and Press Representatives, by lending the services of the appropriate sections of the League to perform the secretarial work of the conference, if such services are desired by the Government convening the conference, after consultation with the Organising Committee and the Press organisations concerned."

[Adopted 26th Sept. 1934.]

III—Fourth Committee.

(1) FINANCIAL QUESTIONS.

I. INTRODUCTORY OBSERVATIONS.

The Fourth Committee of the 1933 Assembly was chiefly concerned with three main general financial questions:

The financial position of the League;

Budgetary methods;

Contributions in arrears.

Since the 1933 Assembly, the financial position has much improved; further, the Supervisory Commission's report on budgetary methods—involving the submission of the estimates of the Secretariat in a new form—appears to have considerably allayed the misgivings which were expressed.

It is therefore only natural that, this year, emphasis should have been concentrated on the question of contributions in arrears; in fact, all the delegates who participated in the short general discussion which preceded the detailed examination of the budget urged the Assembly—even if bold action involved certain risks—fearlessly to face the issue.

They stressed that public opinion in their countries viewed with the gravest misgivings and dissatisfaction the fact that so many Governments did not pay their contributions, thus laying a heavier burden on those who were regular in their payments. Attention must be drawn in this report to this question, which undoubtedly formed the delegates' chief pre-occupation; but, as usual, the detailed recommendations of the Fourth Committee on the subject are contained in the special document drawn up by the competent Sub-Committee.

With regard to the financial position, the Commission was informed that, on September 8th, account being taken of both current and arrears contributions, 74 per cent. of the 1934 budget had been received, as compared with 57.8 per cent. of the 1933 budget on October 6th, 1933—i.e., at the beginning of the second week of the Assembly—and 64.2 per cent. of the 1932 budget early in October 1932. Further, while at this time last year both the International Labour Office and the Permanent Court of International Justice were indebted to the Working Capital Fund, such advances as had been made to these two organisations in 1934 had been repaid and, in accordance with a recommendation of the Supervisory Commission, which was adopted, the advances made in 1933 will be covered by appropriating for the purpose part of the 1933 surplus.

The question of the budgetary methods of the League was exhaustively dealt with in the first report of the Supervisory Commission to the Assembly. There was much less criticism this year with regard to over-budgeting than on the occasion of the last Assembly, and the Committee realised that, if contributions were regularly paid, it would be possible to arrive at further budgetary reductions. The Committee generally shared the opinion of the Supervisory Commission that the various proposals which had been suggested to ensure that the League's income should more closely correspond to budgeted expenditure would clearly lead to even greater inconvenience than the present system; that the only remedy for the present unsatisfactory position lay in the solution of the question of contributions in arrears; and that the general principles hitherto followed in estimating should continue to apply. With regard to the new form of the budget, it was felt that it presented distinct advantages over the old system. There was a general agreement, however, shared by the members of the Supervisory Commission, that further improvements could and would be made when the 1936 budget was prepared, particularly by fuller references, in the summaries of items, to the details shown in the various annexes.

II. AUDIT OF THE ACCOUNTS FOR 1933

The Fourth Committee unanimously recommended that the Assembly adopt the accounts of the League for 1933 in the form submitted.

In connection with this question, the Chairman drew the Committee's attention to two points which appeared deserving of special consideration:

- (a) The wise administration of the Secretary-General and the heads of the autonomous organisations, which had made it possible to close the year with a small surplus, although the receipts—current contributions and arrears—represented only 82.32 per cent. of the credits voted;
- (b) Certain outstanding advances from the Working Capital Fund.

The Committee concurred in the observations of the Supervisory Commission on these points and urged the States concerned to expedite the settlement of the advances which had been made to them.

III. BUDGET FOR 1935.

1. Secretariat.

In his introductory statement, the Secretary-General drew special attention to the successive reductions which had been made in the total figures. Between 1932 and 1935, the estimates had been decreased from 18,813,413 francs to 15,013,024 francs. As compared with 1934, the net reduction was 553,178 francs.

It affected all chapters and was distributed as follows:¹

- 44 per cent. on salaries;
- 14 per cent. on general office and printing expenses;
- 17 per cent. on Committees;
- 17 per cent. on the Assembly and Council;
- 8 per cent. on miscellaneous expenses.

The *actual* salary figures had been reduced by almost 475,000 francs, although in the meantime additional provision of 180,000 francs had necessarily been taken for increment, principally by the suppression of a net total of fifty-three posts, involving an aggregate sum of 466,000 francs.

In addition, without increasing the total estimates, provision had been made for an extraordinary and partly non-recurrent credit of 544,000 francs for the expenses arising out of the transfer of the Secretariat to the new building.

With regard to Chapter I, certain delegates expressed the opinion that the margin between the 1933 actual expenditure and the 1935 estimates might have been still further reduced. In reply to these observations, the Chairman of the Supervisory Commission explained that it was the Supervisory Commission's duty to fix the estimates for meetings on the basis of a maximum length and attendance. Further, the chapter in question included two large credits in respect of unforeseen expenses which successive Assemblies had decided to keep at the present figure in order that the Council should not be prevented through lack of means from taking action in the case of emergency. In this connection, reference was made to a proposal brought forward at the last Assembly to the effect that unspent balances in respect of unforeseen items might be carried forward so as to avoid the necessity of voting the full amount each year. The proposal was not pressed, in view of the technical and financial difficulties involved, but the Chairman of the Supervisory Commission assured its author that it would not be lost sight of.

The Committee thought it preferable to transfer from Item 4, Committees, to Item 3, Conferences, the credit of 500,000 francs provided for the organ to be set up by the Conference for the Reduction and Limitation of Armaments, or, if the Conference had not terminated its work, for the Conference itself. It was agreed that any expenditure for the organ could be charged to the item provided for the Conference.

¹ The percentages are calculated on the *gross* reduction on the items themselves, amounting to 734,672 francs.

In connection with the question of the travelling expenses of officials, the Committee took note of the new rates which had come into force on January 1st, 1934. A delegate expressed the opinion that the allowance for officials of the First Category when in the United Kingdom still appeared large as compared with that granted to British officials. There were, of course, good grounds why higher rates should be paid in the case of foreigners in another country than their own, but so wide a difference seemed to him hardly justified.

The Chairman of the Supervisory Commission agreed that this point would be borne in mind at the next revision.

The report of the Supervisory Commission and the large reduction made in the estimates for the clerical and general services of the Secretariat clearly showed that effect had been given to the programme of rationalisation approved by the last Assembly. Considerable progress having thus been made in the process of reorganisation, the Committee, when examining the salary credits of the Secretariat, considered the question of the recruitment of the staff and particularly of Members of Section. It noted with satisfaction that the Supervisory Commission intended during the course of the coming year to elaborate the proposals which it had drawn up with regard to the careers of these officials. Referring, however, to a passage in the relevant chapter of the Commission's report, where it was stated that recruiting was not always possible at the basic salary, and to the document on the appointments made since the last Assembly, several delegates wondered whether, in the present economic conditions of the world, it would not be possible to engage young officials as a rule at the minimum of the grade.

The Secretary-General pointed out the difficulties with which he was confronted. The representatives of States who approached him were seldom animated by the same spirit as the members of the Fourth Committee. Be that as it may, certain facts, arising out of the organisation of the Secretariat, had to be faced. When, for instance, a post held for some time by an experienced official of a specific country became vacant, it was not always easy to appoint a candidate of another nationality, even if he were equally competent. Secondly, it was not always possible—indeed, it was sometimes very difficult—to attract candidates from distant countries by offering the basic salary of Members of Section. It must be remembered that the conditions of recruitment in Switzerland and abroad were different, and it was essential that some latitude be given to the Secretary-General with regard to the initial salary at which Members of Section were recruited.

The Committee agreed that this problem—complicated as it was by the question of the adequate "representation" of various nationalities—was a particularly delicate one. Desirous, however, of assisting the heads of the various organisations by protecting them as far as possible against embarrassing pressure brought to bear on them, and with their full concurrence, the Committee adopted the following recommendation, for transmission to the Supervisory Commission, which would examine how best to adjust it to the difficulties and requirements entailed by the recruitment of officials:

"That new officials should always be appointed at the minimum salary of their category unless no candidate having the necessary qualifications and prepared to accept service on these conditions can be found."

2. International Labour Organisation.

The Director of the International Labour Organisation, in presenting the budget of the Organisation for 1935, prefaced his observations by contrasting the present favourable financial position with the situation in which the Office found itself at the corresponding time last year and by referring to the close co-operation which existed in the field of day-to-day administration with the Secretariat.

The budget amounted on the expenditure side to 8,782,000 francs, an increase of 45,000 francs as against the 1934 budget, but it still remained well below expenditure in 1930. On the other hand, appropriations-in-aid were somewhat less, owing to the fact, that, in the past year, the Office had received arrears from Brazil, which had made her contribution considerably higher than in the present year.

An analysis of the expenditure showed that two new charges had to be met—a charge of 162,000 francs for the ordinary annual increments, which could not be avoided, and a new credit of 169,000 francs to meet the contingency of a special session of the Conference, in 1935, dealing with maritime questions.

The figure for increments would have been considerably higher but for the rationalisation measures—down-grading and so on—carried out during the past few years.

With regard to a special session of the Maritime Conference, it was decided as early as 1920 that maritime questions, on account of their very special character, should not be discussed at an ordinary conference; it was, of course, open to the Governing Body to decide that it should not meet if there seemed little prospect of achieving agreement between shipowners and seamen.

In order to meet the additional expenditure of 331,000 francs, efforts had been made to effect economies in every direction. The main savings were due to the suppression of the Berlin Office (80,000 francs), the elimination of the contribution of 56,000 francs to the International Management Institute, which has ceased to exist, and a cut of 50,000 francs in the item for Unforeseen Expenses. In the light of subsequent events, the Director felt considerable misgivings with regard to the latter reduction.

The Director explained, with regard to the general problems and tasks of the Organisation, that during the past year there had certainly been no reduction of activity. The social consequences of the economic depression had not become less urgent or less perplexing and, in those circumstances, the Organisation had inevitably been looked to to throw some light on, and to give some assistance in meeting, those problems. It was obvious that the enormous changes which had taken place in the past few years in the political, economic and social structure of the world were bound to affect, for better or for worse, the general lot of the industrial population. The high level of unemployment and the uncertainties of the future were causing greater anxiety than in the past among the broad masses of the people of a great many countries.

Again, after a lapse of twelve years, the amendment to the Treaty had now come into force by which the Governing Body had been enlarged in order to give greater representation to overseas countries.

Another extremely important fact, significant of the same tendency, was the entry of the United States of America into the Organisation.

In order to meet all the needs of the Organisation without increasing expenditure, an internal reorganisation of the Office had been carried out, and it would be seen that its organisation at the present time was very different from that which it was in the past. An attempt had been made to concentrate on the essential problems and to achieve better results with the same staff.

The delegates who participated in the general discussion paid a tribute to the work of the Office and congratulated the Director on the broadening-out of its sphere of activity, which was evinced by the accession of the United States of America and the increased interest of Latin America in the activities of the Office. In this connection, stress was laid on the importance of developing the system of correspondents in distant countries. Referring to the Director's observations on the rationalisation measures which had been carried out, the representative of the Supervisory Commission assured the Fourth Committee that the Supervisory Commission was watching the position with a view to the gradual adaptation of the Office to the model establishment approved by the 1933 Assembly.

Finally, in reply to questions concerning the contributions of certain States non-members of the League to the budget of the Organisation, the Director explained that under the existing provisions of the Financial Regulations—which he had proposed to the Supervisory Commission to amend—account could not be taken of the amounts due by the States concerned until they had actually been paid. Further, it was in any case impossible to make any financial provision in respect of the United States of America, since no opportunity had so far arisen for the necessary preliminary discussion between the United States and the Governing Body.

3. Permanent Court of International Justice.

The Committee noted a statement by the Registrar of the Court to the effect that the Protocol of September 14th, 1929, to which are attached the amendments to the Court's Statute, adopted in that year, had been ratified by all States concerned, except Abyssinia, Brazil, Panama and Peru. Panama had officially stated that she had no objection to the coming into force of the amendments to the Statute—i.e., of the "Revised Statute". Consequently, the Protocol in question might well come into force at an early date, and, in any case, in 1935.

In these circumstances, the Committee, while approving the Court's budget for 1935 as submitted to it on the basis of the "old" Statute in force since 1921 (Budget "A"), decided, in accordance with the precedents of 1932 and 1933, to recommend to the Assembly, as an exception, to authorise the Registrar to operate transfers within the budget if and when the said Protocol should come into force—namely, in so far as this would be necessary in order to adapt the budget to the requirements of the "Revised Statute"—i.e., within the framework of the budget drawn up and submitted on that assumption (Budget "B")

The Committee also noted that the total of the Court's budget for 1935 was slightly less than the total for 1934. The latter had been arrived at in consequence of the reductions effected in 1933, the result of which was, as the Supervisory Commission stated in its first report to the Assembly (document A.5-1934, No. 64), that the Court's budget had been carefully calculated and that it contains no hidden reserves and offers little or no elasticity. In this connection the Committee,

in agreement with the Supervisory Commission, proposes that two posts of Editing Secretary on the staff of the Registry, which at present are vacant, should be kept on the establishment

*
* *
*

Part IV, Permanent Central Opium Board; Part V, Nansen International Office for Refugees; Part VI, Buildings in Geneva; Part VII, Pensions, having been approved, the budget of the League for 1935 was adopted without amendment.

4. Supplementary Credits.

On the report of the Supervisory Commission (document A.-IV/8-1934), the Fourth Committee voted the following credits in respect of work proposed by the General Committee and various standing Committees of the Assembly:

	Swiss francs.
1. Committee to study the report by the Secretary-General on the League's Committees	12,000
2. Small Committee to negotiate and conclude with States an equitable settlement of the arrears of contributions due by them to the League	15,000
3. Systematic collation of information bearing on child welfare	16,000
4. Unforeseen expenditure of the International Labour Office	150,000
Total	193,000

As against these additions, the Committee accepted the aggregate reduction of 10,736 francs proposed in the supplementary budget, together with the additional suppression of one post carrying a salary of 3,900 francs.

The net increase, as compared with the original budgets of the various Organisations, amounts therefore to 178,364 francs.

A discussion arose in the Committee with regard to the application of Article 16 (a) of the Financial Regulations, which provides that, if a "proposal for expenditure on a purpose for which provision is not made in the budget as communicated to the Members of the League . . . is received later than one month before the opening of the session, it shall be adjourned until the next session of the Assembly, unless, by a special vote taken by a two-thirds majority, the Assembly or the Finance Committee decides otherwise".

Under the procedure prescribed by the Regulations, as hitherto interpreted, the Supervisory Commission examines the financial aspects of a proposal only *after* the Assembly or its Finance Committee has, by a two-thirds majority, decided whether the request can immediately be considered or whether it should be adjourned until the next Assembly. The view was expressed that it would considerably facilitate matters if the Supervisory Commission could examine the requests for supplementary credits falling under Article 16 (a) of the Regulations *before* a vote on the question of principle was taken by the Assembly or by the Fourth Committee. The Committee expressed the desire that the Supervisory Commission should take account of the points that had thus been raised.

Item 3, "Systematic Collation of Information bearing on Child Welfare", gave rise to a considerable discussion. The view was expressed that the credits which the Supervisory Commission proposed to add to the budget for the purpose might perhaps not be adequate, in view of the importance attached to the work in many quarters. It was essential, it was said, that the responsible official should be a person with considerable experience of a subject which had been entrusted to the League as long ago as 1924. Another delegate thought that such requests should not be submitted at the last moment and that further time should be given for reflection; would it not, in the circumstances, be preferable to adjourn the matter till the preparation of the 1936 budget?

The Chairman of the Supervisory Commission having explained that the Commission had examined all aspects of the question with the competent authorities and that it was satisfied that, if an existing experienced official could not be transferred to occupy the post in question, a suitable person might be recruited elsewhere at the proposed salary, the Fourth Committee unanimously adopted the Supervisory Commission's proposal.

5. Final Budget Figures.

As submitted to the Assembly, the budget for 1935 is as follows:

	Gold francs.
I. Secretariat	15,041,388
II. International Labour Office	8,686,046
III. Permanent Court of International Justice	2,335,646
IV. Permanent Central Opium Board	114,984
V. Nansen International Office for Refugees	280,000
VI. Buildings in Geneva	2,209,000
VII. Pensions	1,772,600
	<hr/>
	30,639,664
	<hr/>

IV. REPORT OF THE ADMINISTRATIVE BOARD ON THE STAFF PENSIONS FUND.

Three main points emerged from the outline given by the Chairman of the Administrative Board on the work of the Board since the last session of the Assembly:

(a) Investments.

The Committee agreed that, security being the principal consideration, it was preferable that the Fund should earn less interest than $4\frac{1}{4}$ per cent., on which the original actuarial calculations had been made, rather than run risks which might endanger its stability. The questions of currencies in which investments should be made and of the method of safeguarding the assets of the Fund were technical problems which were best left to the Administrative Board and its financial experts.

(b) Benefits.

During the first three years of the Fund's existence, 106 officials had left; ninety-one benefits had been paid, fifteen only in the form of annuities, and the rest as capital sums. The members of the Fund were undoubtedly entitled, under the Regulations, to receive lump-sum payments on retirement. It was questionable, however, whether it was the Assembly's original intention that the proportion of pensions to lump-sum payments should be so small. The Committee agreed that the question was a serious one and that it should be examined by the competent authority, which was of course free to propose to the Assembly such amendments to the regulations as appeared desirable.

(c) Transfer of Officials from the Staff Provident Fund to the Pensions Fund.

The Fourth Committee referred to the Supervisory Commission a petition which had been received on this subject from thirty-three members of the Provident Fund for a study of the various aspects of the question.

V. REPORTS OF THE SUPERVISORY COMMISSION TO THE ASSEMBLY.

These reports [documents A.5, A.5 (a) and A.IV/8.1934] were approved.

The Secretariat surplus for 1933, amounting to 1,197,908·79 gold francs, will therefore be allocated as follows:

Gold francs.

1. Refund to the Working Capital Fund of the deficits of the International Labour Office and of the Permanent Court of International Justice in respect of 1933	988,554·14
2. Transfer to the Exchange Depreciation Fund	209,354·65
	<hr/>
	1,197,908·79
	<hr/>

VI. MISCELLANEOUS APPOINTMENTS.

The Fourth Committee, after a secret ballot, proposed to the Assembly the election of the following regular members of the Supervisory Commission, for the period ending December 31st, 1937: Lord Meston of Agra, M. C. J. Hambro.

It also proposed the appointment of the following substitute member of the Administrative Board of the Staff Pensions Fund: Mr. Francis T. Cremins.

VII. DRAFT RESOLUTIONS.

The Fourth Committee has therefore the honour to propose to the Assembly the adoption of the following resolutions:

1. "The Assembly, under Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the fifteenth financial period, ending December 31st, 1933."
2. "The Assembly,
 "Under Article 17 of the Regulations for the Financial Administration of the League of Nations:
 "Passes for the financial period 1935 the budget of the League of Nations, amounting to the total sum of 30,639,664 francs;
 "And decides that the aforesaid budget shall be published in the *Official Journal*."
3. "The Assembly:
 "Takes note of the report of the Administrative Board of the Staff Pensions Fund for the year 1934;
 "Adopts the accounts of the Fund as submitted by the Auditor;
 "And decides, having regard to Article 7, paragraph (a), of the Staff Pensions Regulations, that the contribution of the League to the Pensions Fund for 1935 shall be 9 per cent. of the pensionable emoluments of the members of the Fund."
4. "The Assembly adopts the conclusions of the various reports of the Supervisory Commission submitted for its consideration."¹
5. "The Assembly appoints for the period ending on December 31st, 1937, as regular members of the Supervisory Commission: Lord MESTON OF AGRA and M. C. J. HAMBRO."
6. "The Assembly appoints for the period ending on December 31st, 1936, as substitute member of the Administrative Board of the Staff Pensions Fund: Mr. Francis T. CREMINS."
7. "The Assembly adopts the present report of the Fourth Committee."

[Adopted 27th Sept. 1934.]

¹ These conclusions relate to the accounts for the financial year 1933; budgetary methods of the League, form of the budget, contributions in arrear; budget for 1935; disposal of the surplus from the 1933 budget and repayment to the Working Capital Fund; reimbursement to States of their share of the Working Capital Fund; branch offices; recruitment and promotion (in the scale) of Members of Section; reduction of scales of salary; contribution to the Sickness Insurance Fund; rates of subsistence allowance to officials; allocation of surpluses as between Members of the League; construction of the new buildings and expenses of the architects' offices; entry of receipts in the accounts after the close of the financial period to which they refer; proposal for the amendment of Article 22 of the Financial Regulations; form of the budget and various miscellaneous questions

(2) CONTRIBUTIONS IN ARREARS.

The Fourth Committee instructed a Sub-Committee to examine the question of unpaid contributions for the financial years previous to December 31st, 1933.

The Sub-Committee was composed of the following members:

Sir F. PHILLIPS (United Kingdom);
 M. R. RAPHAËL (Greece).
 M. CASTILLO NAJERA (Mexico);
 Mme. C. A. KLUYVER (Netherlands);
 M. N. R. WOHLIN (Sweden);
 M. C. FOITICH (Yugoslavia).

M. CASTILLO NAJERA was elected Chairman and Rapporteur.

After a full discussion, in which several speakers took part, the Fourth Committee adopted the report of its Sub-Committee in the form shown in the Annex to the present report to the Assembly.

In view of the importance of the debate which took place, the Fourth Committee decided that, in the event of the Assembly approving its proposal to set up a special committee to examine this question before the next Assembly, the Minutes of the discussion in the Fourth Committee regarding contributions in arrears should be sent to this special committee in order that it should study the questions raised, including that of creating a special reserve account from the contributions which will be received in respect of the years 1920 to 1932 inclusive.

The Fourth Committee has accepted the practical solution suggested by its Sub-Committee regarding the contributions of the Argentine Republic for the years 1929 to 1932 and recommends its adoption by the Assembly.

The Fourth Committee proposes the adoption of the following draft resolution:

"The Assembly:

"Adopts the report of the Fourth Committee on the question of contributions in arrears, together with the Annex;

"Decides to appoint a special committee, which would sit at intervals from now until the next session of the Assembly and which would have full power, subject to ratification by the next Assembly, to negotiate and conclude arrangements with States for the equitable settlement of the amount of their debt in respect of arrears outstanding at the end of 1932. This special committee, which is also entrusted with the study of the questions referred to it by the Fourth Committee, will be composed of the following members:

Count CARTON DE WIART (Belgium);
 M. Stefan OSUSKY (Czechoslovakia);
 Sir F. PHILLIPS (United Kingdom);
 M. CASTILLO NAJERA (Mexico);
 M. C. J. HAMBRO (Norway);

"Decides that the Argentine Republic, which, prior to the year 1933, stood in a special relationship to the League, should no longer be regarded as being in arrear for the four years 1929 to 1932."

ANNEX.

REPORT OF THE SUB-COMMITTEE ON CONTRIBUTIONS IN ARREARS (as adopted by the Fourth Committee).

Geneva, September 21st, 1934.

As in past years, the Sub-Committee invited the representatives of the States in arrears to appear before it, and the majority of these representatives accepted the invitation and gave detailed reasons for the inability of their Governments to pay their contributions in full.

The reasons given by the delegates were, generally speaking, the same as those given last year—namely:

- (1) That the scale of allocations adopted by the 1925 Assembly no longer applied to the present situation;
- (2) The general difficulty caused by the economic crisis and by exchange problems.

The question of the scale of units is not within the competence of the Sub-Committee, which is unable to express any opinion on that matter. The Sub-Committee is confined by its terms of reference exclusively to an examination of the question of arrears.

The Sub-Committee considered the possibility of recommending certain reductions of the amounts due by States which have shown their good faith by the payment of instalments, but have represented that they are too overburdened to discharge in full the whole of their remaining arrears. After due consideration of this question, however, the Sub-Committee considered that it was not in a position to devote the time required to an examination of this nature, which would entail the most thorough investigation into the circumstances of several of the States Members of the League. The Sub-Committee fully realises that it is imperative that such an investigation should be carried out with the greatest caution and that in recommending any concessions to States in arrear, it is essential also to take into account the necessity of avoiding injustice to States which are not in arrear and are paying their contributions in full only with the greatest difficulty. For these reasons, the Sub-Committee, in agreement with the Secretary-General, feels able, as will be seen below, to recommend a solution which it hopes will be adopted by the Fourth Committee.

The Sub-Committee wishes to emphasise the following passages of the report of the Sub-Committee to the last Assembly:

- “(a) The Sub-Committee wishes specially to point out that among the cases under review, there is not one State which could not have paid at least a part of its contribution, even if it was not capable of paying the full amount.
- “(b) It expresses the fervent hope that the States in question will render any further measures of a general character unnecessary by their efforts towards the liquidation of arrears during the coming year.”

The Assembly has been able to judge for itself from the Secretary-General's report on the financial situation at August 31st, 1934, what efforts have been made by States in arrear during the past year. While arrears for the year 1933 were largely paid up during the first eight months of the present year, the arrears for the periods up to the end of 1932 were not reduced by any appreciable amount. The position in that respect has not appreciably improved. The Assembly, in the words of the resolution taken at its last session, is accordingly "obliged to study the measures of a general character to enforce the fulfilment by certain States of their financial obligations to the League".

The Sub-Committee recalls in this connection the report to the 1927 Assembly on the legal position (document A.10.1927.V, page 3, paragraph 3) which contained the following conclusion:

"One may conclude that application of the last paragraph of Article 16 of the Covenant to a State whose contributions were in arrears would hardly be likely to be contemplated by the Assembly or the Council *unless the default were so continued and wilful* as to indicate a deliberate violation of the financial obligations imposed by the Covenant."

In its reports to the Assembly this year (document A.5.1934.X, page 5) the Supervisory Commission, referring to the above legal opinion, expressed itself as follows:

"But it would venture to point out that the expression 'a State in arrears' does not appear ever to have been defined. The Assembly may wish to clear up this point and to obtain an authoritative expression of opinion *as to the length of time* a Member of the League must have been in default for it to be considered as not having satisfied its financial obligations (and therefore liable to the application of Article 16). The view was also expressed that the Assembly might desire to consult the committee which it sets up to deal with legal questions (First Committee) as to the constitutional measures that might be taken to limit the privileges of States which do not regularly pay their contributions."

The Sub-Committee observes that this question has not yet been finally solved, but it desires to recall the opinions referred to above as it considers that if the negotiations proposed by it are without result it would then be time to give effect to these opinions.

The Sub-Committee submits to the Fourth Committee the following recommendations which, in its opinion, should remedy the present situation:

1. The Sub-Committee recommends that the Assembly, on the proposal of the Fourth Committee, should appoint a small committee which would sit at intervals until the next Assembly and which would have full power, subject to ratification by the next Assembly, to negotiate and conclude arrangements with States for the equitable settlement of the amount of their debt in respect of arrears outstanding at the end of 1932.

2. The Sub-Committee recommends that, in future, payments made by a State in arrear should be applied towards the reduction of the earliest arrears due by that State and not on account of its current contribution. It considers it to be unreasonable that, in such cases,

the debtor should have liberty to decide to what purpose the payments made should be appropriated. The Sub-Committee understands that, in order to give effect to this proposal, an amendment to Article 21 of the Financial Regulations would be required. It suggests that the task of preparing a precise proposal for consideration by the Fourth Committee at the next Assembly should be entrusted to the Special Committee which it is proposed to set up.

3. The question whether non-payment of contributions should be accompanied by any restriction of privileges will be found fully discussed in document A.10.1927.V. The Fourth Committee will in particular recall the suggestions made last year by the Indian delegation, viz. :

- (a) That the Assembly should invite delegates to refrain from electing representatives of States in arrear to posts of honour in the Assembly, the Council or Committees.
- (b) That the Assembly should decide that nationals of States in arrears should not be appointed to posts in the organisations of the League.

The Sub-Committee has again considered this matter in the course of its general investigations. It would appear that it is not possible to suggest any suitable form in which legal effect could be given to these proposals, and that, if they were adopted, their execution would necessarily be left to the good sense of the Assembly and the competent authorities. The Sub-Committee regards the principles involved as generally salutary, but it is of opinion that the time to take this matter up will be after and not before impartial consideration has been given to the case of each State concerned by the Special Committee, the establishment of which they have recommended above. For these reasons, the Sub-Committee abstains on this occasion from inviting the Fourth Committee to express its approval of the proposals.

4. As regards the contributions of the Argentine Republic for the years 1929 to 1932, the Fourth Committee is aware that these amounts are shown in a separate category. The reason for this is that, prior to the year 1933, certain doubts attached to the position of this State in its legal relationship to the League. The Sub-Committee considers that a practical solution alone can be given to a question of this nature and recommends that the Argentine Republic should be no longer regarded as being in arrear for the four years 1929 to 1932.

[Adopted 27th September 1934.]

LIST OF APPENDICES.

	PAGE.
I. Contributions for the Period 1934 only	67
II. Arrears due for Periods 1920 to 1932 only	69
III. Arrears due for the Period 1933	70
IV. Contributions received since September 1st, 1934	70
V. Percentage paid of Each Budget	71
VI. Details regarding Each State in Arrear	72
VII. Consolidated Arrears	75

Appendix I.

CONTRIBUTIONS FOR THE PERIOD 1934 ONLY.

Etats.	Amount of contribution.	Paid.	Balances due.	States.
Afrique du Sud	456.482,80	456.482,80	..	South Africa.
Albanie . .	30.432,20	..	30.432,20	Albania.
Allemagne . .	2 404.142,75	..	2.404.142,75	Germany.
Argentine . .	882.533,40	..	882.533,40	Argentine.
Australie . .	821.669,05	684.724,20	136.944,85	Australia.
Autriche . .	243.457,50	..	243.457,50	Austria.
Belgique . .	547 779,35	270.000,—	277.779.35	Belgium.
Bolivie . .	121.728,75	..	121.728,75	Bolivia.
Royaume-Uni . .	3.195.379,60	1.597.689,80	1.597.689,80	United King- dom.
Bulgarie . .	152.160,95	..	152.160,95	Bulgaria.
Canada . .	1.065.126,55	1.065.126,55	..	Canada.
Chili . .	426.050,60	202.075,—	223.975,60	Chile.
Chine . .	1.399.880,60	700.493,32	699.387,28	China.
Colombie . .	182.593,10	..	182.593,10	Colombia.
Cuba . .	273.889,65	..	273.889,65	Cuba.
Danemark . .	365.186,25	365.186,25	..	Denmark.
Républ. Domi- nicaine . .	30.432,20	19.785,80	10.646,40	Dominican Re- pub.
Espagne . .	1.217.287,45	1.217.287,45	..	Spain.
Estonie . .	91.296,55	68.472,55	22.824,—	Estonia.
Ethiopie . .	60.864,35	40.576,12	20.288,23	Abyssinia.
Finlande . .	304.321,85	154.321,85	150.000,—	Finland.
France . .	2.404.142,75	1.803.107,10	601.035,65	France.
Grèce . .	213.025,30	106.512,65	106.512,65	Greece.
Guatemala . .	30.432,20	..	30.432,20	Guatemala.
Haïti . .	30.432,20	..	30.432,20	Haiti.
Honduras . .	30 432,20	..	30.432,20	Honduras.
Hongrie . .	243.457,50	..	243.457,50	Hungary.
Inde . .	1.704.202,45	1.704.202,45	..	India.

Appendix I—contd.

Contributions for the period 1934 only—contd.

Etats.	Amount of Contribution.	Paid.	Balances due.	States.
Irak . .	91.296,55	..	91.296,55	Iraq.
Irlande (Etat libre d') .	304.321,85	..	304.321,85	Irish Free State.
Italie . .	1.825.931,20	1.369.448,40	456.482,80	Italy.
Japon . .	1.825.931,20	..	1.825.931,20	Japan.
Lettonie . .	91.296,55	22.824,55	68.472,—	Latvia.
Libéria . .	30.432,20	..	30.432,20	Liberia.
Lithuanie . .	121.728,75	60.864,40	60.864,35	Lithuania.
Luxembourg .	30.432,20	30.432,20	..	Luxemburg.
Mexique . .	426.050,60	426.050,60	..	Mexico.
Nouvelle-Zélande	304.321,85	152.160,92	152.160,93	New Zealand.
Nicaragua .	30.432,20	..	30.432,20	Nicaragua.
Norvège . .	273.889,65	273.889,65	..	Norway.
Panama . .	30.432,20	8.249,65	22.182,55	Panama.
Paraguay . .	30.432,20	..	30.432,20	Paraguay.
Pays-Bas . .	699.940,30	699.940,30	..	Netherlands.
Perse . .	152.160,95	..	152.160,95	Persia.
Pérou ¹ . .	273.889,65	..	273.889,65	Peru. ¹
Pologne . .	973.829,95	246.858,82	726.971,13	Poland.
Portugal . .	182.593,10	182.593,10	..	Portugal.
Roumanie .	669.508,10	278.159,—	391.349,10	Roumania.
Salvador . .	30.432,20	..	30.432,20	Salvador.
Siam . .	273.889,65	170.004,47	103.885,18	Siam.
Suède . .	547.779,35	547.779,35	..	Sweden.
Suisse . .	517.347,20	517.347,20	..	Switzerland.
Tchécoslovaquie	882.533,40	661.900,05	220.633,35	Czechoslovakia,
Turquie . .	304.321,85	304.321,85	..	Turkey.
Uruguay . .	213.023,30	85.456,—	127.569,30	Uruguay.
Venezuela .	152.160,95	..	152.160,95	Venezuela.
Yougoslavie .	608.643,75	97.215,27	511.428,48	Yugoslavia.
Total .	30.827.805,—	16.591.539,67	14.236.265,33	Total.

¹ Peru paid the sum of 60,523 gold francs on September 22nd.

Appendix II.

ARREARS DUE FOR PERIODS 1920-1932 ONLY.

	Period.	Gold francs.
<i>A. Consolidated Arrears :</i>		
China	1922-1930	7,767,133·92
Honduras	1920-1922	55,326·58
Nicaragua	1920-1922	48,061·45
Paraguay	1920-1922	15,370·80
Salvador	1919-1922	6,087·62
Total A	<u>7,891,980·37</u>
<i>B. Arrears of State in special situation :</i>		
Argentina	1929-1932	<u>3,556,241.—</u>
<i>C. Exigible Arrears :</i>		
Germany	1932	673,258·22
Bolivia	1923-1932	1,045,110·83
Bulgaria	1932	14,923·47
Chile	1930-1932	903,663·26
China	1931-1932	1,491,868·79
Cuba	1930-1932	607,717·92
Guatemala	1929-1932	77,998·44
Honduras	1923-1932	242,580·58
Hungary	1932	208,825·54
Liberia	1930-1932	52,989·80
Nicaragua	1923-1932	205,161·90
Panama	1931-1932	62,343·05
Paraguay	1927-1932	129,932·68
Peru	1920-1932	2,519,844·93
Salvador	1930	17,826·07
Uruguay	1930-1932	<u>522,573·43</u>
Total C.	<u>8,776,618·91</u>
GRAND TOTAL	<u>20,024,840·28</u>

Appendix III.

ARREARS DUE FOR THE PERIOD 1933.

States.	Gold francs.
Albania	18,725 65
Germany	326,011 35
Bolivia	132,065 71
Bulgaria	165,982 13
Chile	462,229 97
China	765,010 46
Colombia	131,458 14
Cuba	297,147 84
Dominican Republic	12,428 38
Abyssinia	14,041 85
Guatemala	33,016 43
Honduras	33,016 43
Hungary	24,131 41
Liberia	33,016 43
Nicaragua	1,273 71
Panama	11,685 68
Paraguay	33,016 43
Peru	297,147 84
Salvador	10,209 58
Uruguay	186,932 33
Total	<u>3,227,647 75</u>

Appendix IV.

CONTRIBUTIONS RECEIVED SINCE SEPTEMBER 1st, 1934.

CURRENT CONTRIBUTIONS, 1934.

September.	Gold Francs.
1st Spain	1,217,287 45 Total amount
1st Australia	273,889 68 On account
4th Canada	532,563 28 Balance
5th Roumania	22,449 — On account
6th Greece	71,012 65 On account
6th Poland	231,441 30 On account
8th Uruguay	85,456 — On account
11th Chile	202,075 — On account
11th Lithuania	30,432 20 On account
15th Yugoslavia	97,215 27 On account
19th Siam	33,059 65 On account
Total	<u>2,796,881 48</u>

ARREARS.

September.		Gold Francs.
4th	Hungary	5,000.— On account 1932
4th	Guatemala	1,545·35 On account 1930
7th	Colombia	13,894·70 On account 1933
8th/14th	Yugoslavia	74,945·69 Balance 1933.
19th	Albania	14,778·30 Balance 1932 + on account 1933.
Total .		110,164·04
GRAND TOTAL .		2,907,045 52

Note.—Since this report was communicated to the Fourth Committee, the delegate of Peru has paid the sum of 60,525 gold francs.

Appendix V.

PERCENTAGE PAID OF EACH BUDGET.

SITUATION AS AT SEPTEMBER 21ST, 1934.

Year.	Financial Period.	Percentage paid.	
		(Excluding China) 1922-1930.	(Including China) 1922-1930.
1919-20 .	First	100	100
1920 . .	Second	99·5	99·5
1921 . .	Third	99	99
1922 . .	Fourth	99	98
1923 . .	Fifth	99	93
1924 . .	Sixth	98	94
1925 . .	Seventh	98	94
1926 . .	Eighth	98	95
1927 . .	Ninth	98	95·
1928 . .	Tenth	99	96
1929 . .	Eleventh	96	94
1930 . .	Twelfth	95	91·
1931 . .	Thirteenth	90	90
1932 . .	Fourteenth	87·5	87·
1933 . .	Fifteenth	90	90

Appendix VI.

DETAILS REGARDING EACH STATE IN ARREAR.

Abyssinia.

Arrears: 1933 (balance).

Albania.

Arrears: 1933 (balance).

Bolivia.

Arrears: 1923 to 1933 (eleven periods).

The delegate of Bolivia has informed the Sub-Committee that his Government had despatched a cheque to Geneva. He asked the Sub-Committee to take note that Bolivia had applied for a reduction of its contributions as from the year 1929.

Bulgaria.

Arrears: 1932 (balance); 1933 (full amount).

The Bulgarian delegate undertook to request his Government to make an immediate payment on account, and, if possible, the total amount of arrears.

Chile.

Arrears: 1930 (balance); 1931, 1932, 1933 (full amounts).

Chile has paid 202,075 francs for 1934 during the present Assembly. The Chilean delegate informed the Sub-Committee that his Government was fully prepared to pay its contributions to the League on condition that the amount should be reduced to allow for the changed financial circumstances of his country. The Chilean delegate supplied detailed figures in support of his statement.

China.

Arrears: 1931 (balance); 1932 (balance); 1933 (balance) (also consolidated arrears; see Annex VII).

The Chinese delegate informed the Sub-Committee that his Government did not consider itself to be in arrear. It was regularly paying its annual instalments on consolidated arrears, together with one-half of its current contribution, on the understanding that the Assembly would reduce the current contributions of China as from the year 1931. The Chinese delegate appeared to assume that an informal understanding existed, but the Sub-Committee understood that the Secretary-General himself was not aware of any such agreement.

Colombia.

Arrears: 1933 (balance).

The delegate of Colombia stated that there would be no difficulty in obtaining the settlement of this debt, and undertook to cable to his Government.

Cuba.

Arrears: 1930 (balance); 1931 and 1932 (full contributions).

The delegate of Cuba informed the Sub-Committee that his Government was prepared to make an immediate contribution to the League, but it was anxious to discover whether the Assembly intended this year to make an equitable revision of the scale of units and to reduce arrears of States which were in financial difficulties.

Dominican Republic.

Arrears: 1933 (balance).

The delegate of the Dominican Republic explained the difficulties of his country, and agreed to make every effort to obtain the payment of this debt.

Germany.

Arrears: 1932 (balance); 1933 (balance).

The Sub-Committee considers that the matter should, for the present, be left in the hands of the Secretary-General.

Guatemala.

Arrears: 1930 (balance); 1931, 1932 and 1933 (full amounts).

The delegate of Guatemala informed the Sub-Committee that his Government was contributing regularly to the League and was endeavouring to liquidate its arrears by monthly payments.

Honduras.

Arrears: 1920 to 1927 (full amounts); 1928, 1929 (balances); 1930 to 1933 (full amounts).

The delegate of this State, which has not been represented at the Assembly in past years, appeared before the Sub-Committee and undertook to report immediately to his Government. Honduras has, since its entry into the League, only made two contributions—viz., two half-payments in respect of the years 1928 and 1929 (see also Annex VII).

Hungary.

Arrears: 1932 (balance); 1933 (full amount).

The delegate of Hungary stated that these arrears were a result of the necessity to meet certain foreign obligations, and to exchange difficulties. The Hungarian delegate agreed that the Financial Committee should be informed of the situation.

Liberia.

Arrears: 1931 (balance); 1932 and 1933 (full amounts).

The Sub-Committee noted that Liberia was making efforts to liquidate its arrears by a series of small but regular payments. The Liberian delegate undertook to obtain the payment of the current contribution together with part of the arrears.

Nicaragua.

Arrears 1920 to 1922 (balances); 1923 to 1929 (full amounts); 1930 to 1933 (balances).

The delegate of Nicaragua reminded the Sub-Committee that his Government was gradually liquidating its arrears by a series of small payments and had practically paid the whole of its current contribution. The Assemblies of 1931 and 1932 cancelled one half of the contribution of Nicaragua for the two following years as a mark of its sympathy for the devastation caused by the earthquake of 1931 (see also Annex VII).

Panama.

Arrears: 1931 (balance); 1932 and 1933 (full amounts).

The delegate of Panama assured the Sub-Committee that he would immediately request his Government to make a payment on account of its current contribution to the League.

Paraguay.

Arrears (1) 1927 (balance), 1929 (balance), 1930 to 1933 (full amounts) (2) three of the five instalments due under the arrangement approved by the 1923 Assembly (see Annex VII).

Peru.

Arrears: 1920 to 1927 (balances); 1929 (balance) and 1930 to 1933 (full amounts).

The last payment made by this Government was in 1929. The Peruvian delegate has informed the Chairman of the Sub-Committee that a payment would be received by the Secretariat within a few days.

Note.—Since the publication of the Sub-Committee's report, Peru has paid the sum of 60,525 gold francs.

Salvador

Arrears: One-tenth of arrears 1920 to 1922 (see Annex VII), 1930 (balance); 1933 (full amount).

Uruguay.

Arrears: 1930 (balance); 1931, 1932 and 1933 (full amounts).

Uruguay has recently paid part of its contribution for 1934. The delegate of Uruguay informed the Sub-Committee that his Government, while making every effort to fulfil its obligations to the League, considered that it was too highly assessed in the present scale of units.

Appendix VII.

CONSOLIDATED ARREARS.

China.

Decision of 1930 Assembly. .

The arrears due in respect of the years 1922 to 1930, amounting to 9,708,917·36 francs on December 31st, 1930, were made payable by twenty annual instalments.

The first four instalments, 1931 to 1934, have been paid, leaving a balance of 7,767,133·92 francs payable in sixteen years.

Honduras.

Decision of 1923 Assembly.

The arrears due for the years 1920 to 1922 were reduced from 309,120 to 55,326·58 francs and made payable over a period of ten years.

Honduras has not yet paid under this arrangement.

Nicaragua

Decision of the Assembly as in the case of Honduras.

Up to the present, the sum of 7,265 13 francs has been paid, leaving a balance of 48,061·45 francs

Paraguay.

Decision of the 1923 Assembly

The amount due for the years 1920 to 1922 was reduced from 309,120 to 25,618 francs and made payable in five annual instalments. Two instalments have been paid, leaving a balance still due of 15,370 80 francs.

Salvador.

Decision of 1923 Assembly

The amount due for the years 1920 to 1922 was reduced from 344,352 34 to 60,850 francs and made payable in ten annual instalments. Nine instalments have been paid, leaving a balance of 6,087·62 francs

(3) ALLOCATION OF THE EXPENSES OF THE LEAGUE

Any attempt to summarise the discussion in the Fourth Committee on this question would undoubtedly give rise to controversy, since most delegates felt compelled to explain the position in which their respective countries found themselves or to make or support proposals for a solution of the difficulties confronting the Commission. A reference to the Minutes is therefore essential to follow the course of the discussion, to ascertain the points of view which were expressed and to examine the various suggestions which were submitted.

In the circumstances, it would seem sufficient to record here the speech in which the Chairman of the Allocation Committee outlined the difficulties with which the Allocation Committee had been faced as a result of the direct effects of the crisis on budgets and its indirect repercussion on currencies; the proposal of the delegation of the United

Kingdom that all permanent Members of the Council should be assessed on the same basis as the highest contributor in that group—*i.e.*, the United Kingdom; the request by China and other countries that their contributions should be substantially reduced; proposed references to Governments, to the Allocation Committee and to the Committee to be set up to deal with arrears of contributions, in the hope that these Committees might find means of alleviating the position of States which claimed to be unjustly burdened and which, for various reasons, owe large sums by way of arrears; and, finally, the decision to set up a Sub-Committee to endeavour to reconcile the various points of view and find a solution which all delegations might be in a position to accept.

Thanks to the spirit of compromise shown by its members, the Sub-Committee unanimously agreed on a draft resolution covering the year 1935. This draft resolution was approved by the Fourth Committee after it had been made clear that the procedure followed for the provisional fixing of the Union of Soviet Socialist Republics' contribution should not be considered as creating a precedent and that, with regard to Section II, the mere fact that a country has not paid its contributions in full cannot be accepted as an argument in support for a request for relief.

Draft Resolution.

I.

"In view of the material impossibility of referring the question of the contributions of Afghanistan and the Union of Soviet Socialist Republics to the Allocation Committee for a detailed study:

"The Assembly decides to fix the contributions of these two States for 1935 only, and without prejudice to any decision that may be reached next year, as follows:

"Afghanistan	1 unit;
"Union of Soviet Socialist Republics	79 units.

"II.

"The Assembly decides that:

"(1) Twenty units shall be distributed for the year 1935 by the Allocation Committee in reduction of the contribution of those States which, in its opinion, have the strongest claims to relief;

"(2) The Allocation Committee, in carrying out this task, may establish contact with the special Committee on Arrears of Contributions, with a view to obtaining any additional information required;

"(3) Subject to the foregoing, the present scale shall remain in force for the year 1935.

"III.

"The Assembly,

"Having noted the British proposal¹ made during the discussion of the report of the Allocation Committee and the observations to which it gave rise:

"Requests the Governments of States Members of the League to study the question;

"And decides that this proposal, and all proposals made by Governments which are communicated in good time, concerning the method of contribution of Members of the League, shall be placed on the agenda of the sixteenth Assembly.

"IV.

"The Assembly decides that the Allocation Committee, in agreement with the special Committee on Arrears of Contributions, shall consider forthwith the request put forward by the Chinese representative on the Fourth Committee of the Assembly and submit concrete proposals concerning it to the sixteenth Assembly."

(Adopted 27th Sept. 1934.)

IV.—FIFTH COMMITTEE.

(1) OPIUM AND OTHER DANGEROUS DRUGS.

The two-fold objective pursued by the League since the beginning of its work in this field has been, as the Opium Advisory Committee points out in its report to the Council, to draw a clear-cut dividing line between the legitimate trade and the illicit traffic in dangerous drugs: on the one hand, it has sought to confine production and manufacture of these substances to the amounts required for legitimate needs and to ensure through the strict application of the Conventions that the amounts so manufactured in the legitimate trade do not get into the illicit traffic: on the other hand, it has also sought to combat with all the means at its disposal the illicit traffic.

The task of the Assembly is, first, to survey the progress made towards achieving these objectives; secondly, to bring out as sharply as possible, for the guidance of Governments and public opinion, the main characteristics of the present situation; and, thirdly, to lay down the broad lines of policy for the future.

¹ The British proposal was as follows:

"His Majesty's Government in the United Kingdom for reasons developed at length by the United Kingdom delegate, propose as a measure for dealing with the present difficulties of the League that a fixed number of units (105) should be allocated to the four States with permanent seats on the Council.

"They have calculated that a prospective balance of some 37 units would become available as a result of this proposal. They have therefore suggested that this balance should be used for the relief of States not permanently represented on the Council, especially those suffering most severely from the present economic stress."

LIMITATION CONVENTION IN OPERATION.

The principal point of interest during the present year is that the Assembly is afforded at its present session the first opportunity of studying the results of the drugs limitation Convention of 1931 in actual operation. Although it is not possible to review the working of this Convention as a whole until the first annual statistics relating to its operation are available, it should be emphasised that during this present year the operations of the legitimate drug trade of the world—manufacture, export, import, consumption and the maintenance of stocks—have been conducted for the first time in history on the basis of a world plan drawn up in advance under the auspices of the League and legally binding on all parties to the Convention in their relations both with each other and with non-parties.

The Assembly will be gratified to note that the estimates system—the only literally universal piece of international administration so far undertaken by the League, since it applies actively to every single State and separate administrative unit in the world—has been put into universal application from the very outset, and on the dates provided for in the Convention. This is a great achievement, and the congratulations of the Assembly are due to the Governments which contributed towards this result by furnishing their estimates in time and to the Supervisory Body, which, despite the great difficulty and novelty of its task, succeeded from the very beginning in securing the universal application of the estimates system, which is essential to the successful operation of the Convention.

The result is all the more noteworthy since, in order to secure it, the Supervisory Body was obliged to make extensive use of the power conferred upon it under the Convention of drawing up estimates for all countries and territories which do not furnish them. It drew up estimates for no less than twenty-three countries and thirty-one territories.

The first statement of the estimated world requirements of drugs communicated to Governments of States Members and non-members of the League of Nations by the Secretary-General on November 1st, 1933, contained the estimates for fifteen drugs and for 188 countries and territories.

The preparations for the second annual statement—for the year 1935—for the world manufacture and trade in drugs are already advanced, the Supervisory Body having examined the estimates of forty States and fifty-three colonies and territories in 1934.

Another result of the operation of the Convention is that the Permanent Central Opium Board, to which also the thanks of the Assembly are due for the part it has already played in applying the Convention, has throughout the year kept a careful check on all quarterly export and import returns against the total of the estimates for each drug for each country, and has not hesitated to use on a number of occasions, the drastic power given to it under the Convention of stopping exports to countries which have exceeded the total of their estimates.

Whilst the Central Board has been obliged to note numerous cases of excess during the first six months of 1934, it is only in exceptional cases that these excesses have amounted to considerable quantities. Nevertheless, the demonstration which the Board has given of the reality of the provisions of Article 14 of the Convention will serve as a useful reminder of the fact that the obligation under the Convention not to exceed estimates is clear and categorical.

The Central Board has grave responsibilities under the Convention in this matter. For this reason the Board has been much pre-occupied in establishing a procedure which, although in complete accord with the spirit of the Convention, would avoid inconveniences to Governments which would be out of all proportion to the small quantities of narcotic drugs which in most cases are involved.

The Fifth Committee has no doubt that the excesses which have occurred have in a number of cases been due to inadvertence, which further experience of the Convention will remedy. It therefore asks the delegations present at this Assembly to draw the attention of their Governments to the necessity of keeping a close and constant check on the imports of each drug as against the country's estimate for that drug, in order to ensure that import certificates in excess of the total of the estimates for the drug are not issued.

Moreover, the Fifth Committee would emphasise that the Convention provides, as the Supervisory Body has pointed out in its statement, not only for the keeping of adequate stocks, but also for the leaving of a reasonable margin in the estimates to meet possible fluctuations in demand. It also provides for the making of supplementary estimates in cases where experience proves that the real needs of the country have been under-estimated. The process of adjusting more closely the estimates to the real needs of the various countries has been going on during the course of the year, over seventy supplementary estimates having already been dealt with by the Supervisory Body.

At last year's Assembly, barely two months therefore after the entry into force of a part of the Limitation Convention, the Assembly was only able to express a hope that the Convention—embodying as it did a bold conception without precedent in the history of international relations and international law, and proposing as it did the entire regulation of a whole industry and of a branch of trade extending over the surface of the globe—would prove in practice to be a workable, valuable and effective instrument.

We are to-day in a position to pass judgment on the Convention in the light of the experience, incomplete as yet but already striking, of its first year of application.

Economically speaking, by limiting *on an international basis*, directly, quantitatively and qualitatively, the manufacture of certain industrial products, and consequently the trade in the same, with strict reference to the volume of the legitimate demand for such products, the Limitation Convention affords a practical illustration on the international scale, in the case of a particular industry, of the fundamental principles of what is usually known as a "planned economy."

Legally and administratively, the Limitation Convention has not merely imposed reciprocal obligations on States, but by establishing for the first time the principle of the complete supervision of an entire industry, it has made provision for and prescribed the organisation of a real international administration, which will henceforward regulate and supervise, day by day, the relations of the contracting parties in their several capacities as manufacturers, exporters, importers or consumers of particular industrial products.

It is, moreover, a remarkable fact at the present time, when disappointments and failures are almost daily occurrences, that a work of international solidarity has been tried and has succeeded. It may now be said that close and effective co-operation exists between peoples,

in one field at any rate—a limited but important field—and from the fact of its existence affords an example and a precedent. In view of the immense importance of this Convention and the complex nature of its provisions, it has been thought desirable to attach to the present report a brief summary of the system of control established by the Convention.

This record of success in this important field of manufactured narcotic drugs, the forging of such a powerful instrument of international government as the international opium Conventions, and their successful application on a world-wide scale in the short space of thirteen years would be inconceivable without the existence of the League, whose successes are too often passed over in silence.

These happy results show what the League might do in other spheres of international life, if the Governments would afford it such possibilities as now exist in the matter of narcotic drugs. It is worth while recalling in this connection the Secretary-General's memorandum on "Analogies between the Problem of the Traffic in Narcotic Drugs and that of the Trade in and Manufacture of Arms", which has been transmitted to the delegations to the Conference for the Reduction and Limitation of Armaments.

THE WORLD'S LEGITIMATE TRADE IN MANUFACTURED DRUGS AND THE DEVELOPMENT OF CLANDESTINE MANUFACTURE.

In summing up the principal aspects of the present situation, the Advisory Committee in its report to the Council has on several occasions during the last three or four years drawn attention to the fact that, thanks to the stricter and more general application of the International Opium Conventions, there has been a progressive shrinkage in the volume of legitimate trade in opium, coca leaves and manufactured drugs. According to the statistics for the years 1928-1932, given in its report to the Council on the work of the eighteenth session, the amounts legally manufactured approximate more and more nearly to the world's legitimate consumption as indicated by the returns of legitimate consumption furnished by Governments, thus leaving little apparent margin that might feed the illicit traffic. The statistics for the year 1933, which have just been published by the Permanent Central Board, do not change the main lines of the situation, since, as the Board points out, the increase which took place in the manufacture of morphine during that year is represented by an increase in stocks there having been a decrease of manufacture and consequent depletion of stocks in the year 1932.

The broad stream from the licensed factories which once fed by innumerable leakages the underground stream of the illicit traffic has now diminished. Its place as the principal source of the illicit traffic has been taken by clandestine factories from which flows an underground stream that threatens to be even greater than that which in the past flowed from the licensed factories.

In the main, therefore, the League may be said to have achieved the first of the two-fold objectives referred to at the beginning of this report—that is to say, the drawing of a clear-cut dividing line between legitimate trade and the illicit traffic.

The principal tasks now are to exercise a constant vigilance over the legitimate trade, to see that no leakages from it take place, and, on the other hand, to concentrate more than ever upon the discovery and elimination of the clandestine factories. That part of the League's work which relates more specifically to the suppression of the illicit traffic and to the creation for this purpose of a united front on the

part of the forces of justice and of police throughout the world must therefore be even more strongly emphasised in future than in the past. The matter is referred to in detail later in this report.

The virtual cessation of the overflow from the licensed factory and the development of the clandestine factory as the source of supply of the illicit traffic marks a great turning-point in the work of the League in this field. It is vital for the full success of the campaign against clandestine manufacture that this fact should be stated clearly for the guidance both of the Governments and of the public. To bring out clearly the significance of this situation, it is necessary to look back for a moment upon the road whereby the League, after thirteen years' arduous work, has arrived at this turning-point. It is clear, in the light of the reports in recent years of the Opium Advisory Committee, that it was in the last six months of 1930 that this transformation of the scene first became evident. Every year since that date the nature of the change has become clearer and clearer. For three years now the old appalling gap between the output of legitimate manufacture of the licensed factories and legitimate medical consumption has been narrowed down to a small fraction.

Looking back at the situation as it existed at the first session of the Advisory Committee in 1921, the contrast between then and now is almost unbelievable. In 1931 a remarkable analysis of the unique system of world-wide interlocking international statistics, built up by the League through ten years of laborious work, was published by the Opium Section of the Secretariat for the use of the Limitation Conference. This analysis revealed for the first time, as the Advisory Committee in its report to the Council in that year stated, the full gravity of the situation as it existed up till about the beginning of 1930. It showed that the illicit traffic, particularly during the years 1926-1929, was on an even more colossal scale than was suspected at that time. It revealed also, as the Advisory Committee points out, the remarkable change in the situation which was produced by the putting into force of the Geneva Convention of 1925 in the remaining European manufacturing countries other than Turkey. Perhaps most important of all, it gave for the first time estimates of real world needs which subsequent experience has proved to have been extremely close to the mark. By establishing these estimates it provided a measuring-rod whereby it was possible to go back year by year and to see how great the gap between real needs and licensed manufacture had been.

The magnitude of the results gained by the League cannot be expressed in any complete way in figures. The data are incomplete and the full amounts which passed into the illicit traffic will never be known. The analysis made by the Secretariat and presented to the Limitation Conference in 1931 proved that, at a very conservative estimate, not less than 100 tons of the drugs could be shown to have passed into the illicit traffic in the five years 1925-1929. What the real situation was in 1921 when the Advisory Committee began its work can only be guessed at. In 1920 one country alone—Japan—had available through manufacture or import the colossal figure of about 40 tons of morphine, heroin and cocaine—an amount which is almost equal to the estimated needs of the whole world for the year 1934, not only for these three drugs, but for twelve others in addition. Only in the light of our present knowledge—painfully built up for so many years—is it possible to judge what figures like these really mean, and to measure the extent of the League's achievement in this field of its activities.

Among the numerous questions examined by the Advisory Committee at its sessions in November 1933 and May 1934 respectively, the Fifth Committee has devoted its attention in the main to the following essential points:

1. RATIFICATION OF THE CONVENTIONS.

The Fifth Committee has noted with keen satisfaction that the three Conventions—the Hague Opium Convention of 1912, the Geneva Convention of 1925 and the Limitation Convention of 1931—have obtained a very considerable number of ratifications or accessions and are thus progressing in the direction of that universality which is the fundamental condition of their efficient application. The Hague Convention has obtained 58 ratifications or accessions, the Geneva Convention 51, and the Limitation Convention 48, not including Ecuador, which has ratified subject to Parliamentary approval. The Fifth Committee has been gratified to learn that, in the course of the present session of the Assembly, Norway has acceded to the 1931 Convention and Honduras to the 1925 and 1931 Conventions.

Furthermore, the Governments of Estonia and Latvia have pronounced in favour of accession to the 1931 Convention, and the Greek delegation recently informed the Secretariat that the Convention had been ratified by Parliament and that the instrument of ratification would be deposited in the near future.

2. CLANDESTINE MANUFACTURE.

With the increasing severity of international control, which prevents legally manufactured drugs from being diverted into the illicit traffic, traffickers have applied themselves to the clandestine manufacture of such drugs on their own behalf and are turning their attention towards the countries in which it is easy to obtain the necessary raw materials. Hence their attempt to transfer their nefarious activities to Turkey, where the energetic action of the Turkish Government has happily put an end to their operations, and subsequently to Bulgaria, where the position has not yet been cleared up, and to China, both north and south of the Great Wall, where it is becoming more and more serious. This position gives rise to grave apprehensions, for, as has been pointed out by the Canadian representative, the drugs manufactured in Bulgaria and the Far East are shipped to Canada for subsequent despatch to the United States of America and Europe. In 1933, the quantities of opium, morphine and heroin seized on the Pacific coast of America were greater than the corresponding quantities in 1932.

In this connection, the Fifth Committee's attention was directed to a new question which is of considerable importance from the point of view of the detection of clandestine manufacture—*viz.*, the trade in acetic anhydride, a chemical product which, according to the statement submitted to the Advisory Committee at its eighteenth session by Mr. Fuller, the United States representative, is, in practice, almost indispensable for the manufacture of heroin and is of only limited use for other industrial purposes. As the imports of acetic anhydride into Bulgaria, and into China through the port of Shanghai, have increased to a very considerable extent in the last two years, and as, moreover, the quantities involved are such as would make it possible to manufacture sufficient heroin to meet the legitimate requirements of the entire world for many years, it is essential to the Committee's activities that, in accordance with the Council's recommendation, the Governments should supply statistics of their imports and exports of

acetic anhydride, together with particulars of origin and destination. Furthermore, in view of the particulars supplied by M. Casares, the Spanish representative, regarding the enormous quantities of caffeine imported into China in the course of recent years and for use, in all probability, in the manufacture of heroin pills, it is absolutely essential that the Governments should supply the same particulars in respect of caffeine as those which they are asked to furnish in regard to acetic anhydride.

The Fifth Committee requests the Governments to assist the League of Nations in its work and is persuaded that the administrative effort which it asks them to make will be amply rewarded by the valuable results which will thus be obtained for the common good of all.

(a) *Position in Bulgaria.*

The Fifth Committee has devoted particular attention to the information supplied to the Advisory Committee by the representatives of the United States of America, Canada and Egypt regarding the development of extensive clandestine manufacture of heroin in Bulgaria. According to this information, the quantities of acetic anhydride imported into Bulgaria in 1932 and 1933 were sufficient to produce a quantity of heroin representing, in 1932, twice and, in 1933, four times the legitimate requirements of the entire world. The Fifth Committee has learned with keen satisfaction that, when its attention was drawn to the questions raised at the meeting of the Advisory Committee, the Bulgarian Government not only gave practical proof of its spirit of co-operation by transmitting to the Secretary-General information regarding such imports of acetic anhydride as had come to its notice, together with particulars regarding the detection of the clandestine manufacture of narcotics in Bulgaria, but also took energetic steps to deal with the situation.

In a letter dated September 15th, 1934, the Bulgarian Government informed the Secretariat of the League of Nations that the Directorate of Public Health had drawn up a Decree-Law providing for strict control of opium and other dangerous drugs—which the Council of Ministers would shortly approve—and, most important of all, that the importation of acetic anhydride into Bulgaria had been prohibited by a circular of the Directorate-General dated June 5th, 1934. Under the terms of that circular, the importation of acetic anhydride into Bulgaria is prohibited, except in cases where a special permit is issued specifying the purpose for which the product is to be used. Similarly, any person in possession of acetic anhydride is required to declare it to the Directorate-General of Public Health within a period of ten days as from the publication of the circular, failing which the quantities involved are seized. The Bulgarian Government has asked for details regarding the quantities of acetic anhydride exported to Bulgaria—as its own statistics do not tally with those brought to the notice of the Advisory Committee—together with details regarding the clandestine factories and laboratories which the Egyptian representative stated to be operating in Bulgaria, as it has not been possible to trace all the establishments reported.

As the development of clandestine manufacture in Bulgaria is coinciding with a corresponding increase in the production of raw opium—which, according to the particulars supplied by the Canadian representative on the Advisory Committee, has risen from 4,000 kg. in 1932 to 45,000 in 1933 and 65,000 in 1934—the Fifth Committee, like the Advisory Committee, hopes that the Bulgarian Government will also be able to supply accurate figures of opium production and will do everything in its power to put an end to a position which would appear to constitute a grave menace both for Bulgaria and the rest of the world. It is confident that the Bulgarian Government will soon

be able to supply the Advisory Committee with information which will entirely set at rest its apprehensions as to the position in Bulgaria.

(b) *Position in China.*

The Fifth Committee has discussed the general position in China, the rapid deterioration of which was very strongly emphasised by the Advisory Committee, as regards both the clandestine manufacture and the illicit importation of manufactured drugs, and also as regards the illicit production, importation and use of opium. The Fifth Committee strongly urges the Chinese Government and the Governments of the Treaty Powers—whose attention should be drawn to the Minutes of the meetings held by the Advisory Committee on May 29th and 30th, 1931, during its eighteenth session, when the alarming situation in the Far East was revealed in all its details—to make known their observations on these facts and reply in full to the questions asked, so that full information may be available, as regards both the position itself and the means by which it is proposed to deal with it.

The Fifth Committee noted that, according to the statements made in the Advisory Committee by the representative of the United States of America, the production of opium both to the north and south of the Great Wall, is enormous and supplies both opium-smokers and clandestine traffickers. All the evidence indicates that production increases every year and that it is developing to such an extent that it constitutes a menace to the whole world.

As regards clandestine manufacture, this constitutes a still more serious threat. According to the information supplied by the Seizure Sub-Committee to the Advisory Committee, the chief centres of the illicit manufacture of morphine and heroin in China are Szechuan, Shanghai and Peiping, with secondary centres at Mukden and Harbin, as well as at Dairen and in the Leased Territory of Kwantung. Figures are only at present available regarding the imports of acetic anhydride regularly effected through Shanghai, and no statistics are available regarding the importation of acetic anhydride into Manchuria and into the Leased Territory of Kwantung, so that it is not yet possible to estimate the volume of this manufacture in those two territories. The quantities imported each year through Shanghai would alone suffice for the manufacture of 18 tons of heroin; or at least twelve times the legitimate requirements of the world. The seizures effected in the United States of America confirm the gravity of the traffic coming from China and South Manchuria. The United Kingdom delegate drew the Fifth Committee's attention to the seizure effected a week ago at Hong-Kong, of 128 kg. of heroin on the way from Canton to Shanghai and probably intended for America.¹ This figure represents nearly a third of the total quantity required for the legitimate needs of Europe and constitutes the largest seizure of heroin made in the last two or three years.

Lastly, as regards the territories to the north of the Great Wall—Manchuria and Jehol—the Fifth Committee also gave its attention to the aggravation of the situation, from the point of view both of opium and of drugs, reported in this territory, which is outside of the Chinese Government's control. The Fifth Committee is accordingly asking the Governments to give their full attention to the Advisory Committee's recommendation, approved by the Council, regarding the necessity for the principal producing and manufacturing countries to exercise the strictest supervision over all applications for the importation of narcotics to those territories, and to the fact that, under the Hague Opium Convention of 1912, the export of raw and prepared opium to those territories cannot be authorised.

¹ See also below paragraph 4.

In view of this disquieting situation, the Fifth Committee paid special attention to the best means of remedying it: like the Advisory Committee, it is convinced that only effective co-operation, taking the form of practical measures between China and the Treaty Powers, is likely to improve the present state of affairs from the point of view of opium and from that of drugs. It therefore attaches special importance to the strict application of the two resolutions adopted by the Advisory Committee at the conclusion of its debate on China during its eighteenth session, and to the other measures recommended by the Advisory Committee and approved by the Council.

It desires to reproduce the full text of the two resolutions in its report.

I.

"The Advisory Committee asks the Council to request Governments having extra-territorial powers in China to take the following measures without delay, unless they have already been adopted:

- "(1) To deport from China all their nationals who have been convicted of taking part in the illicit manufacture of drugs in China or in the illicit traffic in such drugs in China. Once deported, these persons should not be allowed to re-enter China.
- "(2) Enactment of legislation which will apply in extra-territorial jurisdiction to impose adequate penalties upon their respective nationals who are in future convicted of illicit trafficking in opium or narcotic drugs in China or of complicity in the illicit manufacture in China of narcotic drugs.
- "(3) Withdrawal of the protection accorded to vessels engaged in inland-water navigation in China and flying the flags of these countries when those vessels are found to be habitually employed in the illicit traffic in opium and dangerous drugs."

II.

"The Advisory Committee,

"Having examined carefully the information available to it concerning the alarming situation existing in China as regards poppy cultivation and consumption of opium, the illicit traffic in opium and its derivatives, and, above all, as regards the rapid development of clandestine manufacture of morphine and heroin in the Chinese territory:

"Expresses the desire to be informed as soon as possible of the results of the enquiry which was announced a year ago by the Chinese Government and which was intended to serve as a basis for the establishment of a comprehensive plan to prevent illicit traffic in opium and its derivatives and to suppress immediately all illicit manufacture of opium derivatives;

"Expresses the wish that, while awaiting the results of this enquiry, the Chinese Government should take every possible step to combat the illicit traffic in opium and drugs in China and to prevent its territory from becoming a source of supply for traffickers in other countries;

be able to supply the Advisory Committee with information which will entirely set at rest its apprehensions as to the position in Bulgaria.

(b) *Position in China.*

The Fifth Committee has discussed the general position in China, the rapid deterioration of which was very strongly emphasised by the Advisory Committee, as regards both the clandestine manufacture and the illicit importation of manufactured drugs, and also as regards the illicit production, importation and use of opium. The Fifth Committee strongly urges the Chinese Government and the Governments of the Treaty Powers — whose attention should be drawn to the Minutes of the meetings held by the Advisory Committee on May 29th and 30th, 1931, during its eighteenth session, when the alarming situation in the Far East was revealed in all its details — to make known their observations on these facts and reply in full to the questions asked, so that full information may be available, as regards both the position itself and the means by which it is proposed to deal with it.

The Fifth Committee noted that, according to the statements made in the Advisory Committee by the representative of the United States of America, the production of opium both to the north and south of the Great Wall, is enormous and supplies both opium-smokers and clandestine traffickers. All the evidence indicates that production increases every year and that it is developing to such an extent that it constitutes a menace to the whole world.

As regards clandestine manufacture, this constitutes a still more serious threat. According to the information supplied by the Seizure Sub-Committee to the Advisory Committee, the chief centres of the illicit manufacture of morphine and heroin in China are Szechuan, Shanghai and Peiping, with secondary centres at Mukden and Harbin, as well as at Dairen and in the Leased Territory of Kwantung. Figures are only at present available regarding the imports of acetic anhydride regularly effected through Shanghai, and no statistics are available regarding the importation of acetic anhydride into Manchuria and into the Leased Territory of Kwantung, so that it is not yet possible to estimate the volume of this manufacture in those two territories. The quantities imported each year through Shanghai would alone suffice for the manufacture of 18 tons of heroin; or at least twelve times the legitimate requirements of the world. The seizures effected in the United States of America confirm the gravity of the traffic coming from China and South Manchuria. The United Kingdom delegate drew the Fifth Committee's attention to the seizure effected a week ago at Hong-Kong, of 128 kg. of heroin on the way from Canton to Shanghai and probably intended for America.¹ This figure represents nearly a third of the total quantity required for the legitimate needs of Europe and constitutes the largest seizure of heroin made in the last two or three years.

Lastly, as regards the territories to the north of the Great Wall — Manchuria and Jehol — the Fifth Committee also gave its attention to the aggravation of the situation, from the point of view both of opium and of drugs, reported in this territory, which is outside of the Chinese Government's control. The Fifth Committee is accordingly asking the Governments to give their full attention to the Advisory Committee's recommendation, approved by the Council, regarding the necessity for the principal producing and manufacturing countries to exercise the strictest supervision over all applications for the importation of narcotics to those territories, and to the fact that, under the Hague Opium Convention of 1912, the export of raw and prepared opium to those territories cannot be authorised.

¹ See also below paragraph 4.

In view of this disquieting situation, the Fifth Committee paid special attention to the best means of remedying it: like the Advisory Committee, it is convinced that only effective cooperation, taking the form of practical measures between China and the Treaty Powers, is likely to improve the present state of affairs from the point of view of opium and from that of drugs. It therefore attaches special importance to the strict application of the two resolutions adopted by the Advisory Committee at the conclusion of its debate on China during its eighteenth session, and to the other measures recommended by the Advisory Committee and approved by the Council.

It desires to reproduce the full text of the two resolutions in its report.

I.

"The Advisory Committee asks the Council to request Governments having extra-territorial powers in China to take the following measures without delay, unless they have already been adopted:

- "(1) To deport from China all their nationals who have been convicted of taking part in the illicit manufacture of drugs in China or in the illicit traffic in such drugs in China. Once deported, these persons should not be allowed to re-enter China.
- "(2) Enactment of legislation which will apply in extra-territorial jurisdiction to impose adequate penalties upon their respective nationals who are in future convicted of illicit trafficking in opium or narcotic drugs in China or of complicity in the illicit manufacture in China of narcotic drugs.
- "(3) Withdrawal of the protection accorded to vessels engaged in inland-water navigation in China and flying the flags of these countries when those vessels are found to be habitually employed in the illicit traffic in opium and dangerous drugs."

II.

"The Advisory Committee,

"Having examined carefully the information available to it concerning the alarming situation existing in China as regards poppy cultivation and consumption of opium, the illicit traffic in opium and its derivatives, and, above all, as regards the rapid development of clandestine manufacture of morphine and heroin in the Chinese territory:

"Expresses the desire to be informed as soon as possible of the results of the enquiry which was announced a year ago by the Chinese Government and which was intended to serve as a basis for the establishment of a comprehensive plan to prevent illicit traffic in opium and its derivatives and to suppress immediately all illicit manufacture of opium derivatives;

"Expresses the wish that, while awaiting the results of this enquiry, the Chinese Government should take every possible step to combat the illicit traffic in opium and drugs in China and to prevent its territory from becoming a source of supply for traffickers in other countries;

"Recommends that the Council should communicate officially to the Chinese Government and the Governments of the Treaty Powers, through the Secretary-General, the Minutes of the Committee's discussion on the situation in the Far East at its sittings on May 29th and 30th, with a request for the observations of those Governments on the facts disclosed by the discussion and for their replies to the questions put in the course of this discussion."

Lastly, apart from these international measures, the Fifth Committee learnt that the Chinese Government had adopted internal measures for the purpose of improving the situation. The measures regarding manufactured drugs are the strictest. Several laws have been enacted, and the manufacture, transport and sale of manufactured drugs are now punished by very severe penalties going so far as capital punishment. The injection of morphine into another person for non-medical purposes is also punishable by death. These measures have already been put into force. The law also prescribes the compulsory treatment of drug addicts in hospitals which have been opened for this purpose, and recalcitrant drug addicts are very severely punished, the maximum penalty being death. The Central Government's policy is to induce the provincial Governments to create hospitals of this kind throughout China. These laws must be applied ten days after the receipt of the legislative text, which is an exceptionally short period for China.

As regards opium, the Fifth Committee learnt from the Chinese representative that the system in operation had undergone important modifications, the development of which it will follow with the greatest interest. The Government judged that the consumption of opium must be authorised under certain conditions owing to the menace constituted by drugs, but the regulations stipulate that after a period of six years no further licences will be granted. Henceforward certain persons will be allowed to smoke opium, principally aged persons or inveterate opium addicts. The sale of opium for these persons is authorised subject to a permit. The cultivation of the poppy is temporarily authorised, but its abolition is prescribed within certain periods varying from one to six years according to the province. Inspectors will be sent to the different provinces to satisfy themselves of the execution of these laws.

The Fifth Committee expresses the hope that, as regards acetic anhydride and caffeine, the Chinese Government will adopt the happy suggestion made at the Chinese representative's request by the National Commission for the Suppression of Opium in China — namely, that the system of import licences in force for dangerous drugs should be applied to these products; it also hopes that the Chinese Government will adopt its representative's suggestion that a special item should be introduced for these products in the Chinese Customs statistics.

The Chinese representative, in expressing his satisfaction of the increase in the close co-operation with certain Powers having concessions in China, insisted on the necessity of the collaboration of a certain power without whose assistance the efforts of the Chinese Government in its campaign against narcotic drugs would be in vain, and emphasised the difficulties encountered by China as a consequence of the inadequacy of the penalties applied to traffickers by that country. He drew the Committee's attention to the fact that the drugs coming from China which had been seized had not necessarily been manufactured in China or on Chinese territory under the control of Chinese authorities.

3. SPECIAL MEASURES AGAINST TRAFFICKERS.

The discussion of the situation in China led the Fifth Committee, like the Advisory Committee, to ask for the application of stricter methods to traffickers, who will continue their operations as long as the trivial risks which they run are out of all proportion to the enormous profits they can realise. The Fifth Committee was especially concerned in this connection at the facility with which notorious traffickers, among whom are experts on the manufacture of narcotics, obtain passports and visas permitting them to cross frontiers without hindrance, and to establish clandestine factories in countries where hitherto none had existed. The Italian representative emphasised the fact that if all countries, and particularly those which co-operate with China, prevented, *inter alia*, their chemists from going to China with a view to clandestine manufacture, the situation would be considerably improved. In this connection the Polish representative recommended the conclusion of bilateral conventions for the prosecution of traffickers between countries directly concerned, between which considerable illicit traffic might exist. Agreements of this kind did not appear to him to be contrary to the 1931 Convention, and the Swedish representative informed the Committee of the existence of a bilateral Convention for the prosecution of traffickers — particularly liquor traffickers — between Sweden and Finland, from which both countries derived great advantage.

4. POLICE ORGANISATIONS.

This co-operation between the different States, which must be intensified owing to the enhanced difficulty of detecting the growing clandestine manufacture, must chiefly be exercised, in the Fifth Committee's opinion, through the police. The Fifth Committee accordingly adopted a draft resolution submitted by the Venezuelan representative, in whose opinion the campaign of the police against the traffickers can only be effectively carried on in present circumstances if such police is specialised. In order to detect clandestine manufacture, the most up-to-date technical and scientific methods must be used. The example of countries like Canada, Egypt, the United States of America and the United Kingdom, which have already created special services for this purpose, should therefore be followed. The first step consists in obtaining information as to the police organisations already in existence, and this is the purpose of the following resolution unanimously approved by the Committee.

"The Fifth Committee,

"Being convinced that specialised police services represent the only means whereby Governments can detect and close clandestine drug factories and effectively combat illicit traffic;

"Noting the lack of information regarding the numbers and character of the personnel assigned to this class of work in the various countries:

"Requests that the Advisory Committee on Opium and Other Dangerous Drugs should take steps to obtain the necessary information by placing this question on the agenda for its next session."

5. DRAFT INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE ILLICIT TRAFFIC IN DANGEROUS DRUGS.

The draft International Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, approved by the Advisory Committee and submitted to Governments for a second consultation, is aimed at providing the Governments with a new weapon to deal with the skilful organisation of the illicit traffickers in the international sphere, by concerted measures of repression which would also be international. It will be recalled that the essential object of this draft was to make penalties more severe, to facilitate extradition, and especially to remedy a deficiency in legislation which does not always allow of the offenders being dealt with when the offence is committed abroad. In view of the importance of applying this Convention as rapidly as possible, the Fifth Committee unanimously adopted the resolution given below, being convinced that the Governments will hasten to reply to the second consultation, so as to enable the Council to fix as soon as possible the date of the Conference, which will conclude a convention judged to be of great importance and urgency. As the Portuguese representative emphasised, the Fifth Committee is sure that this draft will constitute a first step towards a still greater strengthening of the penalties applicable to traffickers, and perhaps towards the unification of penal legislation in this sphere, for the campaign against narcotics will not be genuinely effective until the Governments are better armed for repression.

"The Assembly,

"Referring to the draft International Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, transmitted to the Governments on July 16th, 1934, with a view to a second consultation (C.L.120.1934.XI) in application of the procedure laid down in the Assembly resolution of September 25th, 1931, for the conclusion of all general conventions to be negotiated under the auspices of the League of Nations;

"Considering that, in conformity with that resolution, the results of the aforementioned second consultation, which is still in progress, should in the ordinary course be communicated to the Assembly, which would decide whether a convention should be concluded and, in that case, whether the draft should be submitted to a conference for which it would request the Council to fix a date;

"Considering, moreover, that the aforementioned resolution of September 25th, 1931, expressly empowers the Assembly and the Council to adopt more appropriate methods when circumstances render this desirable;

"Having regard to the necessity of facilitating the adoption of a draft, the urgency and importance of which have been emphasised by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs as well as by the Council and Assembly, and of not postponing the above-mentioned decision until the next session of the Assembly;

"Instructs the Council, for the reasons set out above, to decide, in the light of the results of the second consultation, whether a convention should be concluded and, in that case, whether the draft should be submitted to a conference for which the Council will fix a date."

6. FORGERY AND MISUSE OF IMPORT CERTIFICATES.

In view of the excessive exports to Honduras on the basis of forged import certificates to which the Advisory Committee referred in its report on the work of its eighteenth session, the Fifth Committee especially welcomes the accession by Honduras to both the Geneva Convention of 1925 and the Limitation Convention of 1931. It trusts that the Government of Honduras will find it possible to reply at an early date to the enquiries made by the Secretariat as to how these forged import certificates came into circulation and the steps taken by the Government to deal with the traffickers concerned.

7. CO-OPERATION BETWEEN GOVERNMENTS AND THE LEAGUE OF NATIONS.

The Fifth Committee also considered it essential, in order to combat successfully the increased illicit traffic, that the three existing Opium Conventions should be strictly applied and, on the proposal of the representative of Canada, decided to remind the delegations present at the Assembly of the following obligations devolving upon Governments under those Conventions:

1. Legislative and administrative action (see Model Administrative Codes, document C.774.M.365.1932.XI).
2. Communication to the Secretary-General of laws and regulations.
3. Communication of the annual reports submitted to the Advisory Committee on the working of the Conventions.
4. Notification to the Secretary-General, for communication to the Governments, of every important case of illicit traffic.
5. Despatch of estimates of the annual requirements of drugs in the case of each country or territory.
6. Despatch of quarterly statistics of imports and exports and annual statistics of production, manufacture, consumption, stocks and seizures.
7. Communication to the Secretary-General of a list of drug factories.

Whether the coherent system laid down in the Conventions is efficacious or not depends upon the extent to which the obligations devolving upon Governments are faithfully carried out.

As regards States not parties to the Opium Conventions, the Fifth Committee emphasises the great importance of their ratifying or acceding to those Conventions and urges that, in the meantime, they should facilitate the League's work by co-operating with it and transmitting, in the same way as the States parties to the Conventions, the various particulars mentioned above.

8. NEW HUNGARIAN METHOD OF EXTRACTING MORPHINE FROM THE DRY POPPY PLANT.

The Fifth Committee devoted its attention to the questions raised by the discovery in Hungary of a process for extracting morphine from poppy straw, which was formerly an agricultural waste-product, but

which can now be used for the extraction of morphine under conditions enabling the product manufactured from this straw to compete favourably with morphine derived from opium. The Hungarian representative expressed the opinion that the Hungarian Government was entitled to make use of this process, as it would help the peasants by enabling them to utilise a product hitherto regarded as a waste-product and would thus reduce the price of morphine, which was an advantage from the medical point of view. She assured the Committee that the Hungarian Government was exercising strict control over the manufacture of its product and was prepared to furnish full particulars of the new process. She thought it could easily be controlled and consequently involved no danger.

The Polish representative drew the Committee's attention to the various consequences which might ensue as a result of the application of this process, which would doubtless be used by other countries in view of its economic advantages. Poland was studying the matter with the greatest interest and proposed to use it for the manufacture of codeine. The application of this system would call for a considerable tightening-up of internal supervision on the part of States, or possibly, the establishment of a monopoly. For that reason, the organisation of a special administration, as provided for in Article 15 of the 1931 Convention, became even more necessary. In Poland the setting-up of a special Commission for this purpose was contemplated. Any drugs manufactured would not be exported.

The Fifth Committee draws the Assembly's attention to the urgent necessity for States to consider this question of the application of Article 15 of the 1931 Convention with a view to the creation of a special administration to organise the campaign against drug addiction and to suppress the illicit traffic.

9. MEASURES TO PREVENT THE EXTENSION OF DRUG ADDICTION.

This question in a more general form was also considered by the Advisory Committee and the Fifth Committee, which was unanimously in favour of the resolution adopted by the Advisory Committee, requesting Governments to submit information regarding the measures taken or contemplated for the purpose of establishing the special administration mentioned in Article 15 of the Convention and regarding the measures which they have taken or intend to take for the purpose of organising the campaign against drug addiction and suppressing the illicit traffic.

The resolution also provides that information be requested regarding the action taken in the campaign against narcotic drugs by national and international associations and by missionary organisations.

10. POSITION IN REGARD TO INDIAN HEMP.

The Fifth Committee, which had before it particulars relating to the increase during the last few years of addiction due to Indian hemp in certain countries, was gratified to note that the Advisory Committee and the Secretariat are continuing the study of this question, and urges Governments to supply the Secretariat, for the use of the Committee, with all the necessary particulars, so that stricter supervision may be exercised over the trade in this plant and its products and the evil may thus be remedied before it has grown too great and the difficulty of suppressing it has increased.

11. PREPARATIONS FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE CULTIVATION AND HARVESTING OF THE COCA LEAF.

The Fifth Committee requests the Governments and the Advisory Committee to take steps to see that the documentary material needed for the preparation of this Conference is collected as quickly as possible and that, in particular, replies to the questionnaires regarding opium and the coca leaf sent to Governments on December 19th, 1933, are despatched as soon as possible.

The Fifth Committee appreciated the explanations given by its Chairman, the Argentine representative, concerning the utilisation of coca leaf in the Argentine. Imports from Bolivia amounted to 346 tons in 1932 and to 334 tons in 1933. The Argentine representative explained that the leaves were chewed by the natives and were not used for the manufacture of cocaine. His country imported cocaine solely for medicinal and scientific purposes.

The Fifth Committee was also gratified to note the statements made by the Argentine representative regarding the effective co-operation which his country, which had returned to the League a short time ago, hoped to make to the League's work of combating the traffic in dangerous drugs. The Fifth Committee is of opinion that the close co-operation of this great country will be of the utmost value to the League's work in this field.

12. WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

During the discussion the Fifth Committee expressed its appreciation of the work done by the Permanent Central Opium Board. Whatever criticism may have been made during the discussion was of a character to encourage the Board to go forward in the accomplishment of its tasks and to utilise the powers conferred upon it by the Conventions of 1925 and 1931. It is in this spirit that the Fifth Committee once again expresses its confidence in the Board.

13. TRIBUTE TO SIR MALCOLM DELEIVINGNE.

Before closing the discussion, the Fifth Committee was anxious to pay a unanimous tribute to Sir Malcolm Delevingne, the United Kingdom representative on the Opium Advisory Committee and the present Chairman of the Supervisory Body, for the zeal, experience and ability which he has displayed in the League's service ever since its foundation. He has been *par excellence* the pioneer and guiding spirit of the Advisory Committee's work.

* * *

In conclusion, the Fifth Committee desires to emphasise the fact that the further difficulties that have arisen in various parts of the world in regard to clandestine manufacture in no way diminish the success already achieved by the League in combating the illicit traffic in narcotic drugs. On the contrary, this success encourages the hope that the intensification of the campaign against clandestine manufacture and the illicit traffic will have a favourable issue.

I propose that the Fifth Committee should ask the Assembly to adopt the following resolution:

"The Assembly takes note of the report submitted by the Fifth Committee and adopts the resolutions and the conclusions of the report."

[Adopted 27th September 1934.]

Annex.

SHORT ANALYSIS OF THE SYSTEM OF CONTROL SET UP BY THE LIMITATION CONVENTION OF 1931.

The mechanism of control instituted by the new Limitation Convention of 1931, the results obtained and the forms in which it works in actual practice may be briefly summarised as follows:

No contracting party may manufacture, export or import without accounting for such transactions and without the whole of its industrial and commercial operations in the matter of drugs being subject to strict supervision by various national and international bodies: supervision is organised in three stages extending over a period of three years.

First stage—An international plan—the statement of the Supervisory Body referred to below—is drawn up in respect of the coming year.

During this first stage, the countries supply estimates of their requirements for the coming year. Should any State neglect to send in its estimates, these are furnished by the Supervisory Body—a special organ set up under the Convention: the Supervisory Body does this for all States and territories, irrespective of whether they are parties to the Convention or not.

The Supervisory Body provides the basis of all control—both national and international—by drawing up, by November 1st of each year, a statement showing the estimates of the requirements of each country or territory, indicating the *authorised amount* of world consumption and manufacture for the following year, and also the volume of licit international trade.

Second stage—Application and control of the above-mentioned plan during the year in regard to which it has been established—that is to say, national control (of manufacture, imports and exports, consumption and stocks) and international control. This international control involves general supervision by the Opium Advisory Committee of the legislative and administrative application of the Convention; modification, where necessary, of the estimates controlled by the Supervisory Body; supervision by the Permanent Central Board of international trade on the basis of the quarterly statistics of imports and exports.

Third stage—*Ex post facto* control in regard to the preceding year on the basis of the annual statistics supplied by the Governments.

The industrial and commercial operations of the preceding year are all reviewed by an international body—the Permanent Central Opium Board—on the basis of the statistics supplied and in the light of the estimates—contained in the statement showing the estimates—which are legally binding on each Government.

Such are the essentials of the system and—as is proved by its first year of actual application and the experience already gained as regards the Geneva Convention of 1925, which is completed by the Limitation Convention—it represents an *effective* method of national and of international control (the latter exercised by independent bodies) which extends to the whole industry from the raw materials to the consumption of the manufactured article.

What are the guarantees that the obligations relating to the national and international control will be fulfilled and that the measures decided upon by the international supervisory bodies set up by the Limitation Convention will be applied?

In the first place there is the good faith of the States themselves, which by ratifying the Convention have freely assumed undertakings towards the other parties, as well as towards non-parties.

But the Limitation Convention goes even further. To that guarantee must be added another, no less effective and no less real: Article 14 provides for a *kind of embargo*.

Should the returns of exports to and imports by a given country, as supplied to the Permanent Central Opium Board, show that the total estimates—as drawn up and published by the Supervisory Body in the statement of estimates already mentioned—have been exceeded in respect of any drug, the Central Board, on noting this fact, at once advises all the other contracting parties, which are thereupon debarred from authorising any further exports to the country in question. This is tantamount to a kind of general embargo of world-wide scope which, so far from remaining a dead letter, has already been applied on several occasions during the past year. Such a proceeding is without precedent in the history of international law.

(2) PENAL AND PENITENTIARY QUESTIONS.

The Fifth Committee has examined the Secretary-General's report to the fifteenth Assembly on penal and penitentiary questions (document A.14.1934.IV), which submitted the Governments' observations on the revised Standard Minimum Rules for the treatment of prisoners drawn up by the International Penal and Penitentiary Commission and information on the activity of technical organisations working in the field of penal and penitentiary questions.

I. STANDARD MINIMUM RULES FOR THE TREATMENT OF PRISONERS.

The Secretary-General's report recalls the former action of the Assembly in this matter, and it might suffice to state here that, after a double consultation of the Governments, the Assembly is now asked to take a decision on the suggestion of the International Penal and Penitentiary Commission with regard to the establishment of an international minimum standard for the treatment of prisoners.

The said Commission has drawn up a set of fifty-five rules laying down the minimum conditions which should be observed in the treatment of every individual deprived of his or her liberty and has given expression to the principle that no penitentiary system should fall below a certain minimum. This minimum, described in detail by the Commission and reproduced in the Annex of this report, is intended to maintain or to bring about a rational and humanitarian treatment assuring to prisoners the preservation of their health and giving them other guarantees as well against any kind of abuses.

The twenty-nine replies received¹ from Governments by the Secretariat were, as a whole, in favour of the adoption of the Standard Minimum Rules, and the Fifth Committee felt unanimously that the time had come for the League to take definite steps to bring about the application of the recommendations of the International Penal and Penitentiary Commission in practice. Two possible steps were suggested to this end. Petitions received by the League from private organisations suggested the preparation of an international convention on the treatment of prisoners, and several delegates of the Fifth Committee expressed themselves in favour of such a step. Other delegates, however, were opposed to the idea of embodying the Standard Minimum Rules in an international convention. They proposed to ask the Assembly to express its approval of the Standard Minimum Rules in the form of a resolution inviting Governments Members and non-members of the League to adapt their penitentiary systems to the Standard Minimum Rules wherever this had not yet been done. Some delegates, although in favour of a convention, nevertheless recommended this latter course, pointing out that the conclusion of a convention would be easier at a later stage, when a great number of States, following the recommendation of the Assembly, had brought their penitentiary systems into harmony with the Standard Minimum Rules.

The Fifth Committee was unanimous that the present Assembly should give its endorsement of the Standard Minimum Rules and should establish the principle that, for humanitarian and scientific reasons, the treatment of all categories of prisoners should never fall below the minimum so carefully established by the International Penal and Penitentiary Commission.

Without prejudicing the possible conclusion of an international convention on the treatment of prisoners in the future, and leaving this question entirely open for further discussion, the Committee agreed unanimously on the following draft resolution, which it has the honour to submit to the Assembly for approval:

"The Assembly,

"Having taken note of the resolution adopted by the International Penal and Penitentiary Commission in August 1934, concerning the revised Standard Minimum Rules for the treatment of prisoners;

"Considering that these rules constitute a minimum below which no State's penitentiary system should fall;

"Considering that it is highly desirable that efforts should be made to improve the treatment of prisoners by going beyond that minimum, as has been done in several countries:

"1. Recommends Governments to take into consideration the Standard Minimum Rules framed by the International Penal and Penitentiary Commission as a minimum for the treatment of every individual deprived of his liberty;

"2. Requests Governments to consider the possibility of adapting their penitentiary system to the Standard Minimum Rules if that system is below the minimum laid down in the said rules;

¹The replies of twenty-six Governments are published in documents A.14.1934.IV. Since the issue of this document, the Governments of Australia, Japan and Yugoslavia have also given their approval in principle to the Standard Minimum Rules.

"3. Considers that Governments whose economic or financial situation constitutes an obstacle which prevents them temporarily from complying with this minimum should endeavour to reach it as soon as circumstances permit and at the earliest possible date;

"4. Instructs the Secretary-General:

"(a) To request Governments to communicate, if possible annually, and, if necessary, with the collaboration of qualified associations, the experience obtained and any other observations relating either to the application of the Standard Minimum Rules or to reforms brought about in penitentiary matters:

"(b) To report on these questions to the Assembly and to communicate the information received from Governments to the International Penal and Penitentiary Commission"

The Fifth Committee wished to thank the International Penal and Penitentiary Commission for drawing up the Standard Minimum Rules and it expressed its great satisfaction at the close co-operation which has been established in this matter between the League and the said Commission.

II. CO-OPERATION WITH TECHNICAL ORGANISATIONS.

The Secretary-General's report (document A.14.1934.IV) gives, as usual, a survey of the activities of several technical organisations interested in penal and penitentiary questions.

The Fifth Committee expressed its particular satisfaction about these annual reviews given by the Secretary-General, for it is the only publication which gives a general survey of such activities and allows the League to co-ordinate its own efforts in penal and penitentiary matters with those made by other organisations. The following international associations have this year submitted a report on their current activities:

1. The International Bureau for the Unification of Penal Law;
2. The International Penal and Penitentiary Commission;
3. The International Criminal Police Commission;
4. The Howard League for Penal Reform;
5. The International Law Association;
6. The International Penal Law Union.

Unfortunately no information has been received from the International Penal Law Association, which is one of the seven organisations in which the Assembly has expressed a particular interest.

The reports received show that a number of interesting and important problems are under study by these technical organisations, such as the regulation of carrying of arms, the offence of deserting the family, the suppression of the activities of *souteneurs*, the problem of the forging of cheques and other transferable securities, the suppression of terrorism, the preparation of model extradition treaties, the scientific examination of prisoners, the problem of repatriated discharged alien prisoners, the question of international criminal and prison statistics, international police co-operation and the problem of prison labour.

A great number of publications are issued yearly by these organisations, reference to which can be found in the Secretary-General's report.

In 1935 the International Penal and Penitentiary Commission will hold in Berlin the eleventh Quinquennial International Penal and Penitentiary Congress; the Bureau for the Unification of Penal Law is organising in Copenhagen next year the sixth conference for the Unification of Penal Law; and the International Penal Law Association will hold its fourth congress in Athens in 1936.

The Fifth Committee has taken note with great satisfaction of the manner in which the collaboration between the League and the technical organisations is developing. It wishes to mention, in particular, the assistance given by the International Penal and Penitentiary Commission to the League in its study on juvenile courts and cognate questions and the aid given to the League by the International Bureau for the Unification of Penal Law with regard to the suppression of the activities of *souteneurs* and the offence of desertion of family.

The Fifth Committee wishes also to express its satisfaction at the great efforts made by the technical organisations to further international co-operation in penal and penitentiary matters, and it invites the Assembly to request the Secretary-General to keep in close touch and to strengthen the contact with these organisations. It would also be useful if the Secretary-General, before establishing the annual review on the activities of the technical organisations, would inform them of the latest possible date for sending in their information. Such a reminder letter would certainly help to make the annual review as complete as possible.

The Fifth Committee has also taken note of the publications of the International Labour Office on the problem of prison labour, and it expresses its hope that the International Labour Organisation will continue to give its attention to this very important question.

The delegate of Venezuela, supported by other delegates, asked the Committee to refer for study to the International Bureau for the Unification of Penal Law and the International Penal and Penitentiary Commission a question which he has formulated as follows:

“Under what conditions would it be possible, in the absence of an extradition treaty or if expulsion cannot take place, to repatriate persons convicted of an offence against the ordinary law who have taken refuge in a country other than that where they have been convicted?”.

The Committee proposes to the Assembly to request the Secretary-General to invite the two organisations mentioned above to consider this question and to report the results of their studies.

Lastly, the Committee wishes to inform the Assembly that the question of constituting a special League Committee on penal and penitentiary matters has again been raised this year. During the discussion, it was pointed out that the League should pay the same interest to penal and penitentiary matters as it does to the problems of traffic in women and children and traffic in opium and other dangerous drugs. As special League Committees are dealing with these latter problems, it was suggested that a similar organ should be created for penal and penitentiary matters. On the other hand, the opinion was expressed that there is no analogy between penal and penitentiary questions and the other questions referred to, which, it was said, are strictly international in character and are entrusted to the League of Nations by a specific provision of the Covenant.

The Committee felt, in view of the decisions taken last year by the Assembly on this question (documents A.37.1933.V. and A.44.1933.IV) and in particular in view of the fact that collaboration with the seven technical organisations obviates the necessity for the creation of a special organ of the League in this connection, that for the present the efforts of the League should be directed towards co-ordinating the activities of the already existing organisations working in the field of penal and penitentiary matters. For this reason, the Committee did not wish to make any suggestions to this Assembly with regard to the creation of a new League organ for penal and penitentiary questions.

The Fifth Committee has the honour to ask the Assembly to give its approval to the resolution submitted on the Standard Minimum Rules and to adopt the present report.

(Adopted 26th September 1934.)

Annex.

STANDARD MINIMUM RULES FOR THE TREATMENT OF PRISONERS.

Preliminary Observations.

The Rules contained in this collection are framed with a practical object. They show the general direction which it is desired should be followed in the application of every penitentiary system, whatever the legal, social and economic conditions.

These Rules do not in their entirety describe a model condition of things, but they serve to indicate the *minimum conditions* which should be observed in the treatment of prisoners from the humanitarian and social point of view.

If amongst the Rules laid down there are some which cannot be carried out by reason of special circumstances, particularly in very small prisons, it is evidently desirable that the number of such prisons should be reduced to the lowest possible figure. Nevertheless there may be conditions, especially in sparsely populated countries, where the distances are great and the means of communication restricted, which make it necessary to continue the use of such prisons. In these cases the spirit of the fundamental ideas should be maintained and the Rules should be applied as far as possible. Moreover, the application of certain rules, especially those relating to the individual treatment of the prisoner, will be more difficult when there is a very large number of prisoners in one and the same establishment. It is therefore advisable to avoid prisons of too big a size.

Under the term "prisoners" are included, in general, all persons deprived of their liberty and put in prison for any reason whatever. The term "prison" is used in the widest sense of the word.

If the premises used for the provisional detention of persons arrested by the police are not included in this term in certain countries, the fundamental ideas underlying the Rules must nevertheless be followed as far as possible.

I. DISTRIBUTION AND SEPARATION.

1. As far as possible, the different categories and groups of prisoners should be detained in different prisons. Where this is impossible, prisons should be so arranged as to permit of their separation.

In distributing the prisoners, the nature of the offence must be taken into account.

Males and females should always be separated.

Untried prisoners should be kept separate from convicted prisoners. In countries which practice imprisonment for debt and other imprisonment under order of the court, the persons subject to such measures should be separated from other prisoners.

Young prisoners should always be kept separate from adults. Moreover, prisoners who are still morally uncorrupted should be separated from those of whom, in view of their past life, the nature of their crime or other causes, there is reason to fear that they may exercise a bad influence upon their fellow prisoners.

2. Usually prisoners should sleep in separate cells.

If this is impossible, it is advisable that they should sleep in dormitories so contrived as to ensure their separation.

When common dormitories are used, special night supervision must be arranged.

II. TREATMENT.

General Provisions.

3. In the treatment of prisoners, account should be taken of the nature of the offence.

Prisoners in the same category should, on principle, be given identical treatment.

In the application of the treatment, the individuality of each prisoner should be considered. For this purpose, in the case of penalties which are not of very short duration, the prisoners must be subject to a physical and mental examination by a specially qualified medical officer.

4. The principal aim of the treatment of prisoners should be to accustom them to order and work and to strengthen their moral character.

The treatment of young prisoners should be specially inspired by the desire to improve their education and their general character. When they are still at the age of physical development, this should equally be the object of special care.

More severe treatment or more lenient treatment should only be admitted according to rules prescribed by the law, or by a decree of competent administrative authorities. Prisoners who have to undergo a sufficiently long period of detention should be induced to interest themselves in their own improvement during their detention. With this object they should gradually be given a certain measure of responsibility and should receive certain privileges resulting from that responsibility, and should be made to take a share in determining their future during detention, during the period of possible conditional liberation and after their final liberation.

As soon as they enter prison, all prisoners should be instructed in the rules for their conduct and duty.

It would appear advisable to create the possibility of temporary liberation when the state of the prisoner's health or other serious reasons demand it.

Special Categories.

5. Untried prisoners and persons imprisoned for debt together with other civil prisoners under order of the court in countries where such measures exist should not be subjected to any greater restriction of liberty or severity than is required by the special nature of the detention and to maintain order.

Deposit of Valuables.

6. All money or valuables brought in by a prisoner should be taken in charge by the Governor or other officer appointed by him. After an accurate record of these has been made, they should be kept in a safe place in order to be returned to the prisoner on his liberation, except in so far as money may have been spent by him on authorised payments. Money received from outside during his detention shall be treated in the same way.

Clothing and Bedding.

7. Clothing and bedding should be supplied by the administration, except in such cases as the prisoner is allowed to use his own. They should be suitable for the climate, and for the state of health of the prisoners.

Food.

8. The administration should supply prisoners with food sufficient both in quality and quantity to maintain their ordinary health and strength.

Every prisoner should at any time have a possibility of obtaining drinking-water.

The feeding of prisoners should be under the supervision of the Medical Officer of the establishment.

Work.

9. Prisoners so sentenced as to be bound to work should always be supplied with work.

Other prisoners should have a possibility of working if they desire it.

10. As far as possible the work should be instructive and of a nature which may enable prisoners to earn their livelihood after liberation.

In assigning the prisoners to work, attention should be paid as far as possible to their physical and intellectual capacity, to the profession which they exercised before their imprisonment and, under certain circumstances, to their inclination.

The work assigned to young prisoners should be educative in character, and should as far as possible teach them a trade.

11. The arrangements for work in prisons should be organised as far as possible on the model of free labour.

Of the various forms of organisation of prison work, the "régie" system would usually appear to be preferable, especially from the point of view of the occupational training of the prisoner.

The precautions laid down to protect the life and health of free workmen should be equally observed in prisons.

12. The maximum number of hours for the daily work of prisoners on working-days should be fixed. It may vary according to the different categories of prisoners and the kind of work to be done.

The working-hours must be fixed in such a manner as always to leave leisure time for the special duties of education and social readaptation.

13. It is important to give prisoners some remuneration for the work accomplished

Health Measures.

14. Establishments used for the detention of prisoners should always be in such a condition that they do not involve any danger to the health of the prisoners.

15. In every prison the lodging of prisoners should be appropriate to the climatic conditions and to the interests of health. In cold weather a certain minimum temperature should always be maintained. The construction and utilisation of buildings should, always ensure a sufficient quantity of air and space.

16. The places or cells where prisoners are detained should have the windows sufficiently large to enable them easily to read or work by daylight.

When prisoners have to read or work by artificial light, this should be sufficient to enable them to do so without injury to their eyesight.

17. All inhabited places or cells, both by day and night, should always be scrupulously clean. All other parts of the establishment should be kept as clean as the circumstances permit.

18. All rooms or cells where prisoners are detained should be sufficiently ventilated. The windows should be so constructed that they can be opened to allow the entrance of fresh air whether or not there is artificial ventilation.

19. The administration of the prison should supply every prisoner with water and the necessaries for preserving personal cleanliness.

Such installations should be provided as will permit every prisoner to comply with the needs of nature in such a manner as will not damage his health nor be objectionable to the feelings of other prisoners.

20. The prison authority must watch that prisoners, as well as their clothes—where these are not supplied by the administration—are thoroughly clean from the moment they are lodged in prison.

21. Clothing, both upper and under, furnished to prisoners should always be clean when it is supplied to them. Underclothing worn next the skin should, as a rule, be washed once a week.

Clean bedding should be supplied at intervals fixed according to the requirements of cleanliness, or according to the instructions given by the medical authorities for the sake of health.

22. On his arrival at the prison, every prisoner should be examined by the doctor, so that every case of physical or mental illness may be discovered and the necessary measures taken.

23. It is essential to watch over the preservation of the bodily and intellectual health of the prisoners. With this object, the Medical Officer should see all prisoners at regular intervals. The medical examination should, amongst other matters, determine whether the prisoner is capable of work, and if the regime of isolation is a danger to his health, and also whether he has contagious diseases—in particular, tuberculosis and venereal diseases.

24. As a rule, the Medical Officer should make a daily round to visit all sick prisoners who require it and every prisoner who complains of illness.

The necessary medical treatment and care must be supplied to sick prisoners and pregnant women. Special accommodation should be provided for those whose condition demands it.

There should be a sufficient supply of medicines for the medical service.

25. Every prisoner who is not employed at work out of doors should have at least half an hour daily at exercise in the open air, if the weather permits.

A longer period at exercise in the open air should be given to young prisoners who are still at the age of physical development and to those for whom the doctor considers such prolongation is necessary on account of the state of their health.

It is advisable to institute gymnastic exercises for prisoners for whom they would appear to be desirable and, in particular, for young prisoners.

26. The Medical Officer should inspect the sanitary services of the prison and report every defect to the Governor or Warden of the prison, in order that it may be remedied.

Moral and Intellectual Reclamation.

27. Every prisoner should regularly have the opportunity of satisfying the needs of his religious life, so far as circumstances permit.

Access of a qualified representative of his religion should not be refused to any prisoner.

If the prison contains a sufficient number of prisoners of the same religion, a regular spiritual minister should be appointed for them.

28. Prisoners undergoing sufficiently long sentences should receive intellectual instruction so far as that instruction appears likely to be useful to them.

All young prisoners should receive instruction appropriate to their age.

29. Every prison should have a sufficient library of books assigned to the use of prisoners. Books should be specially of an instructive and recreative character, and prisoners should be allowed to read them from the commencement of their sentence.

30. The administration should furnish prisoners with the means of keeping in touch with the important events which take place in the world. This principle applies especially to prisoners undergoing long periods of detention.

Communications with the Outside World.

31. Prisoners should have the opportunity of communicating with their relations and respectable friends, under necessary supervision. Arrangements should be made to allow this communication at regular intervals, both by receiving visits and by correspondence.

32 Prisoners belonging to a foreign nation should be authorised to hold communication with the diplomatic and consular representatives of the State to which they belong.

III. DISCIPLINE

Disciplinary Punishment.

33 Disciplinary punishments should never, either by their nature or by their application, depart from the prescriptions of the law or the decrees of competent administrative authorities.

34. The law or a decree of the competent administrative authority should determine the individual or the authority to whom should belong the right of inflicting disciplinary punishment.

35 Before a punishment is inflicted, it should be preceded by a thorough examination, and the prisoner should have the opportunity of expressing whatever he wishes to say for his defence.

If the person or the competent authority inflicting punishment does not speak the language of the prisoner, the latter should have the opportunity, before he is punished, of giving his defence through an interpreter.

36. It is desirable to reach a stage where corporal punishment is no longer included in disciplinary punishments.

If, in certain countries, for exceptional cases, corporal punishment is permitted, the method of its execution should be determined by the law.

If it is allowed, corporal punishment should never be carried out unless the Medical Officer certifies that the prisoner can bear it. It should never be carried out except by an official and under the personal control of the Governor and the Medical Officer.

37. It is desirable to reach a stage where disciplinary punishments no longer include the placing of a prisoner in a cell without light.

If, in certain countries, for exceptional cases, placing in a dark cell is permitted, the restrictions which govern it should be regulated by the law.

38. Disciplinary punishments which, by their nature or on account of the condition of the prisoner, may have consequences prejudicial to his health, such as the reduction of food below the ordinary ration, or the reduction or deprivation of open-air exercise, should never be applied for more than a strictly limited period and in accordance with the decision of the Medical Officer. The maximum period for which these punishments can be imposed should be prescribed by law.

Instruments of Restraint.

39 Instruments of restraint, such as handcuffs, chains and strait-jackets, should never be applied as a punishment but used only for the temporary restraint of violent prisoners, and only when they are necessary for preventing them from doing injury to themselves or to others or from continuing to destroy property. They should be removed as soon as circumstances permit, and should not be applied again unless the prisoner recommences his violence.

Instruments of this nature should be constructed according to models approved by the central penal administration.

40. Chains and other devices which are not intended to deprive the prisoner of the use of his limbs, but only to prevent him from escaping, should always be light and constructed to a model approved by the central penal administration.

When these are employed, the Governor or Warden and other officers must watch to see that they are so applied as not to cause wounds or bruises.

Requests and Complaints

41. Every prisoner should have each day the opportunity of making requests or complaints to the Governor or Warden of the prison or his deputy.

42. Every prisoner should have the opportunity of making complaints by the approved channel to the superior authorities outside the prison.

IV. PERSONNEL.

43. The choice of the whole personnel of the prison should be made with the greatest care, not only as regards their capacity, but particularly as regards their character.

It is advisable to organise theoretical and practical courses for the personnel, and periodical meetings dealing with prison subjects

44. All the officials of the prison should carry out their work in an exemplary manner. Their duty is not only to keep the prisoners in safe custody but, by their own good conduct, to exercise over them an educative influence

45. In all large establishments, the Governor or Warden should live upon the prison premises or in its immediate vicinity, and he should not exercise any other functions.

When several small establishments are under the care of one Governor or Warden, he should visit all at frequent intervals. Each of these establishments should have at its head a responsible resident official.

46. The Governor or Warden should speak the language of the prisoners of the country, so that he can converse with them without the use of an interpreter.

The deputy Governor or Warden and, as far as possible the other officials of the prison should be able to speak the language of the majority of the prisoners

Whenever necessary, the services of an interpreter should be employed.

47. In order to give every prisoner the regular opportunities of worship of his own religion, a minister of his faith should have regular access to the prison and be given, as far as possible, facilities for conducting worship. Moreover, this minister should be allowed regularly to converse in private with every prisoner of his faith.

48. A medical man should be attached to each prison

In large establishments he should reside upon the prison premises or in their immediate vicinity. To those that are too small to justify the employment of a medical man exclusively for the work of the prison, he should pay frequent visits and should reside sufficiently near to be summoned without delay in cases of urgency.

Prison medical officers, especially those who give their whole time to the work, should have a special knowledge of psychiatry.

49. In prisons where the teaching of prisoners can be arranged qualified persons should be engaged with this object.

In establishments intended for young prisoners, the personnel must include one or more officials with the duty of giving suitable instruction.

Moreover, in establishments where this is possible, it is advisable to have persons for preparing the social readaptation of convicted prisoners

50. The supervision of female prisoners should be entrusted, as far as possible without exception, to female officers.

No male officer, whatever his rank, should be allowed to enter the female prisons or sections of prisons, except when he is called by his duties. In this case he should be always accompanied by a female officer, unless in the case of the Governor, the Medical Officer or the Chaplain.

51. Officials should never use their arms nor force against a prisoner except in self-defence, or in case of attempted escape, when this cannot be prevented in any other way. The use of force should always be strictly limited to what is necessary.

52. Officials, as soon as they have entered the service, should be instructed for sufficient time in the duties and responsibilities of their profession before they are entrusted with the supervision of prisoners.

53. The authorities should make every effort to awaken and maintain in both the prison officer and the general public the conviction that this service entails heavy responsibilities and that it is of a considerable social importance.

V. ASSISTANCE OF LIBERATED PRISONERS

54. The assistance given to prisoners for the period after liberation demands most careful attention. This assistance should begin during the period of detention and should be based upon an exact study of the personality of the prisoner, his conditions of life and those of his relations. Its object should be to give to the discharged prisoner the possibility of leading henceforth a straight and regular life.

55. It is desirable to encourage as far as possible in each locality where one or more establishments are situated the formation of an Aid Society which will take charge of the assistance of liberated prisoners, especially by visiting them and assisting them to return into society and to find a place amongst honest citizens.

It is desirable that the various local societies should regularly keep in touch with each other in order to co-ordinate their efforts.

(3) *Traffic in women and children.*

The last annual report of the Traffic in Women and Children Committee, which was brought before the Fifth Committee, dealt with several matters of exceptional interest and led to a useful discussion.

The report of the Commission of Enquiry in the East came under further examination. The various recommendations made by the Commissioners were reviewed with the object of deciding whether any further action could usefully be taken by the League of Nations to

give effect to these recommendations. Attention was specially drawn in the Advisory Committee's report to the need for securing closer co-operation and greater exchange of information between the authorities responsible for the measures taken to prevent traffic in women. It was accordingly proposed that a conference of these authorities should be held under the auspices of the League of Nations. It was also suggested that such a conference might be held at the same time as some future meeting of the Singapore Bureau and that representatives of unofficial organisations and missions should be invited to be present. Many of the matters dealt with in the report of the Commission of Enquiry could be referred to such a conference, as, for instance, the suggestion that greater use might be made of the services of trained women officials in the administration of matters connected with the welfare of women and children. Several of the delegates of the Fifth Committee who represent Eastern countries spoke in favour of a conference and the proposal met with general agreement. As it appears to the Fifth Committee that the co-operation of the Governments in the East is essential to the success of such a conference, steps will have to be taken to consult them.

Another matter to which prominence is given in the report of the Commission of Enquiry is the position of Russian women refugees in China, many of whom, it is stated, become victims of traffickers. The Fifth Committee is of opinion that, if it is decided to hold a conference as proposed, this matter would appropriately be brought before it for examination. A suggestion was made to the Fifth Committee, as well as to the Sixth Committee, that the League of Nations should give some immediate financial assistance towards the rehabilitation of the women concerned, as it has done previously in exceptional circumstances for special work of a similar character. Both Committees, however, came to the conclusion that further enquiries as to what can be done ought to be made on the spot and that the Secretariat should be asked by the Council to communicate with official and unofficial authorities, and to report to the Traffic in Women and Children Committee. Enquiries of this kind would be valuable for the purpose of the conference already referred to and might also disclose what further could be done—either by the League or by the agency of the various voluntary bodies who are carrying on work in the East. The co-operation of the authorities concerned should be enlisted without delay in the organisation of any measures found to be necessary.

The Commission of Enquiry in the East came to the conclusion that the continuance of the system of licensed houses in many countries is one of the main causes of traffic in women. It will be remembered that the Special Body of Experts who made an enquiry in Europe and America some years ago came to the same conclusion. These strongly-expressed opinions give additional weight to the proposals made in the last report of the Traffic in Women and Children Committee for the abolition of licensed houses.

The Advisory Committee on Traffic in Women and Children having expressed a wish last year to be placed in possession of full and accurate information on the latest developments of the licensed-house system, the Secretariat prepared an excellent report, which formed the basis of a full discussion in the Advisory Committee. The report, which has been published separately, deserves, in the opinion of the Fifth Committee, the careful study of all who are interested in the steps taken in many different countries to deal with this social evil. The significant fact which emerges from the report is the general recognition, based on practical experience, that the licensed-house, far from being a solution of the problem of prostitution, is a direct incentive to the traffic, and that

those countries which have abandoned the system have no wish to go back to it. The value of the enquiry is reflected in the discussion of the Committee, and it is very satisfactory to find that long-standing differences of opinion among members of the Advisory Committee have this year given way to unanimous agreement on the main principles.

The Fifth Committee, after considering the evidence contained in the report referred to, is of opinion that the resolutions passed by the Traffic in Women and Children Committee deal with the whole subject in a thorough and practical manner and that the main task in the future will be to consider in what way the principles laid down can be carried into action. The Fifth Committee recommends that the Assembly should instruct the Secretary-General to communicate these resolutions to all States Members of the League and invite them to give their earnest consideration to these resolutions in dealing with the problem of prostitution. It ventures to think that, if these principles are universally carried into effect, a great deal will have been done to suppress traffic in women.

The Fifth Committee was glad to learn from several delegates—including those of India, Italy, Mexico and Spain—the steps which are being taken in their countries to deal with this problem, and noted with satisfaction the statement of the delegate of Chile that the Traffic in Women and Children Committee had decided to study the possibility of making a supplementary investigation of the question of licensed-houses in South America, and that the Pan-American Sanitary Bureau was prepared to furnish information.

For some time, the Traffic in Women and Children Committee, with the collaboration of the International Bureau for the Unification of Criminal Law, has been examining the question of drawing up an international convention as to the measures to be taken for the punishment of *souteneurs*. The Fifth Committee observes with satisfaction that the Traffic in Women and Children Committee has decided to consider this matter further at its next session.

The special Conference held last year during the session of the fourteenth Assembly to draw up an International Convention for the Suppression of Traffic in Women of Full Age led to the conclusion of a Convention on October 11th, 1933, which came into force on August 24th, 1934. The Fifth Committee is glad to learn that twenty-seven States have signed this Convention, and it hopes that these States will ratify their signatures without delay and that other States will adhere to the Convention. On the motion of the Roumanian delegate, it was decided to invite the Assembly to draw the special attention of all States to the importance of acceding to the Convention.

On behalf of the Fifth Committee, I have the honour to submit to the Assembly for approval the following draft resolutions:

- “(1) The Assembly is of opinion that the report of the Commission of Enquiry in the East should be considered at a conference of the authorities who are responsible in Eastern countries for the measures taken to prevent traffic in women with a view to securing closer co-operation and greater exchange of information between them; and that the Governments concerned should be consulted by the Secretary-General as to their willingness to co-operate in such a conference, to be held in the East under the auspices of the League of Nations.

- "(2) The Assembly, having considered the statements made by the Commission of Enquiry in the East as to Russian women refugees in China becoming victims of the traffic, decides to instruct the Secretary-General to collect further information from official and unofficial sources and to report the result of such enquiries to the Traffic in Women and Children Committee.
- "(3) The Assembly, having taken note of the resolutions passed by the Traffic in Women and Children Committee on the subject of the abolition of licensed-houses, decides to communicate these resolutions to all States Members and non-members of the League, and to invite them to give their earnest consideration to these resolutions in dealing with the problem of prostitution.
- "(4) The Assembly observes that the Traffic in Women and Children Committee has decided to consider at its next session the question of the preparation of an international convention for the punishment of *souteneurs*.
- "(5) The Assembly, recognising that, to ensure the effective suppression of the traffic in women, it is important that as many States as possible should become parties to the International Convention for the Suppression of the Traffic in Women of Full Age, which was concluded in Geneva on October 11th, 1933, instructs the Secretary-General to invite those States which have signed the Convention to ratify their signatures as soon as possible and to draw the attention of those States which have not signed the Convention to the importance of acceding to it without delay."

(Adopted 26th Sept. 1934.)

(4) *Child Welfare.*

As this year marks the tenth anniversary of the establishment of the Child Welfare Committee, it was thought desirable to append to this report a short summary of its main activities. It appears to the Fifth Committee that the subject of child welfare offers a field of study which is of the greatest value to the League of Nations and that the work of the Committee deserves to be extended on more scientific lines. Some proposals in this direction are included in the present report.

* +

The Secretary-General's report on the work of the League since the fourteenth session of the Assembly and the report of the Child Welfare Committee to the Council on the work of its tenth session contain an account of the questions with which that Committee has dealt more particularly. Some of these questions are not yet ripe for decision and are mentioned only for the purpose of giving a complete enumeration.

Among these problems still in course of study I will mention *desertion of the family*. The delegate of Roumania stated that the documentary material which his Government had promised to collect on this subject would be sent to the Secretariat shortly. The Fifth Committee expressed its thanks to the Roumanian Government.

The question of the *welfare and education of blind children* is to form the subject of a full report, which will be submitted to the Child Welfare Committee.

Similarly, the interesting problem of *recreational films* for children and young people has not been fully considered in 1934, but the Child Welfare Committee has instructed the Social Section to collect as complete a documentation as possible, with which it will deal at its next session.

As the Child Welfare Committee has not had time to study adequately the documentary material published by the Secretariat regarding *institutions for erring and delinquent children*, it has deferred its examination to its next session.

The question of the *placing of children in families* cannot be discussed until 1936, as in the present year the Secretariat can only collect information by means of a questionnaire, which was sent to all Governments last June.

The Committee also noted with much interest the report submitted by Mlle. Chaptal on the enquiry she has carried out regarding *children in social and moral danger* in seven countries: the United States of America, the United Kingdom, Canada, Denmark, France, Germany and Italy.

The two principal questions with which the Child Welfare Committee dealt at its last session were the *effects of economic depression and unemployment upon children and young people* and the *development of the rôle of the Secretariat as an information centre*.

The first of these two questions presents different aspects, according as it is regarded from the point of view of the children of unemployed parents or from that of unemployed young people. The consideration of both aspects of the question led to a useful exchange of views in the Fifth Committee, and many delegates added to the value of the discussion by describing the experiences of their own countries.

The position of the *children of unemployed parents* is a serious one both from the physical and moral aspects. The Fifth Committee was glad to learn, from the report of the Child Welfare Committee and from the observations made by certain delegates during the discussion, that, in some countries, unemployment among parents had not led to any marked deterioration in the physique of the children, thanks largely to the development of various public health services; but the situation appears to require the greatest vigilance, in view of the obvious risks of the children not receiving sufficient food. Moreover, the economic position has made it impossible for many countries to carry on their health services in their fullest activity.

But the physical aspect of the question is not the only one which calls for consideration. Prolonged unemployment of the parents for many months, and even years, may produce an atmosphere of depression which reacts both on the parents and the children, and which may have serious psychological effects leading, in some cases, to the breaking-up of the home.

If the present depression is prolonged, there is a danger that parental authority will be undermined. When a child realises that his parents are reduced to idleness and are no longer able to provide for the family, he loses respect for them. It is, moreover, a bad thing for a child to gain the impression that all his needs are met by public or private assistance. In such cases he gradually loses all self-respect, for he ultimately finds it quite natural to make no return to the community for what he receives.

In many countries, as the Child Welfare Committee has pointed out, attempts are being made to obviate these dangers. The Fifth Committee concurs in the conclusions of the Child Welfare Committee as to the principles which should be followed in dealing with this difficult situation.

These principles are as follows:—

- (a) That the unity of the family and of the home should be safeguarded;
- (b) That provision should be made to enable the children to receive the necessary material care and to give them some relief from the depressing atmosphere to which privation inevitably leads;
- (c) That the methods adopted should not be such as to undermine the child's self-respect.

Unemployed Young People.

The Fifth Committee was gratified to note that the serious problem of unemployment among young people had been placed on the agenda of the International Labour Conference in 1935, and that, in view of the urgency of the question, the Governing Body had instructed the International Labour Office to enable the Conference to reach at its next session a decision making generally applicable the successful experiments carried out in certain countries, and hoped that the Conference would achieve this result at its next session.

The problem of unemployed young people clearly lies more particularly within the province of the International Labour Organisation; nevertheless, it would seem highly desirable for the Child Welfare Committee to make suggestions on the subject to the Labour Conference.

The Committee displayed keen interest in the various suggestions made by the Child Welfare Committee, among which the following are worthy of note: the adoption generally of compulsory school attendance for primary education, and, in the countries where this measure exists, the extension of the period of compulsory school attendance by the addition of one or more classes to the primary school, supplementary vocational courses, the extension of the period of attendance at nursery schools, the institution of workers' allotments and suburban colonies, or voluntary civil service in labour camps.

The Fifth Committee endorsed the opinion of the Child Welfare Committee that it is only by close co-operation between public authorities and private enterprises, and by the systematic organization and co-ordination of all efforts, that the rising generation can be saved from the dangers which threaten it. Furthermore, in the desire to call the attention of Governments to the advisability of action with regard to relief measures on the widest possible scale, a strong appeal had been issued to all child welfare organisations, asking them to take urgent action at an early date to seek means of affording material protection to thousands of children whose normal development is threatened as a result of the economic depression and unemployment.

This recommendation shows the high esteem in which the work of private associations is held, particularly at a time when the economic and financial depression makes it impossible for Governments to meet all their obligations in the matter of relief. The Fifth Committee, moreover, expressed its gratitude to the private international organisations, especially the women's organisations, which are so generously active in connection with all the problems of childhood.

Development of the Informative Rôle of the Secretariat.

The Assembly, at its fourteenth session, asked the Child Welfare Committee, in a unanimous recommendation, to submit to it a plan of work concerning the rôle of its Secretariat as an information centre. This plan was to be so drawn up as to enable it to develop to its fullest extent—and in co-operation with the International Labour Office and the other organs of the League of Nations, together with the existing centres of international documentation—the task contemplated at the time of the foundation of the Child Welfare Committee. The delegate of France submitted to the Committee at its last session a plan which made it possible to define the aim and the methods of work of the Secretariat as an information centre.

As the outcome of the discussions which took place on this subject, the Child Welfare Committee unanimously adopted a resolution emphasising the value of the contribution which the League of Nations would thus make in regard to social questions and asking the Secretariat:

“I. To collect and keep up to date as complete a documentation as possible on all such questions, this documentation mainly consisting of:

“(a) Legislation of the different countries (laws, decrees, ordinances, regulations);

“(b) Information on institutions and organisations, whether of an official character or due to private initiative;

“(c) Information on the activities of international bodies;

“(d) Bibliographical material.

“The Social Section will pursue its activities in co-operation with the International Labour Office and the other organs of the League of Nations, together with the existing centres of international documentation;

“II. Furthermore, to take the necessary steps to render this information easily accessible to all those whom it may interest.”

The Child Welfare Committee further requested the Council to invite the Assembly to place the necessary credits at the disposal of the Secretary-General with a view to the organisation of this service. The Council having conveyed this resolution to the Assembly, the Fifth Committee entered into a far-reaching discussion, in the course of which all the speakers emphasised the importance and the necessity of such a service. All the observations made were quite clearly designed to facilitate its immediate creation. It was plain that in this service the League, whose humanitarian and social work is too little known, had a form of activity which would enable it to reach circles that are not closely touched by its other work.

The Fifth Committee accordingly proposes that the Assembly adopt the following resolution:—

“The Assembly affirms the need for the systematic collation by the League of Nations of information bearing on child welfare with a view to the formation of a centre of information and diffusion. When the Child Welfare Committee was established, it was recognised that this would be one of its main duties, and it is only lack of staff which has prevented its carrying it out in full. The general scheme

recommended by the Child Welfare Committee and approved by the Assembly is that the Library of the Secretariat should collect and keep up to date the most complete information possible, including:

- “(a) Present and contemplated legislation of different countries and its application;
- “(b) The work done by institutions and organisations, both official and unofficial;
- “(c) The activities of international bodies; and
- “(d) Bibliographical material.

“It will be necessary to that end:

- “(a) To approach the various Governments;
- “(b) To collect full information regarding the activities on this subject of institutions and associations, whether of an official character or due to private initiative, in accordance with the rules and regulations of the Secretariat and with the procedure agreed upon with the Governments concerned;
- “(c) To be informed of the activities of international bodies;
- “(d) To have access to bibliographical information in regard to child welfare questions.

“For that purpose, the Secretariat should maintain close contact with the International Labour Office and the other organs of the League, together with the different centres of documentation. The material thus collected should be placed at the disposal of persons in all countries engaged in research or enquiries in respect of child welfare.

“The work of collecting information and utilising it will be carried out in accordance with the regulations in force for the organisation of the League of Nations Library and with the plans to be approved from time to time by the Child Welfare Committee, and will cover only such subjects concerned with child welfare as may be approved by that Committee.

“To enable the Secretariat to fulfil the function of a centre of information as described, the staff of the Social Questions Section will have to be strengthened. The work will have to be done by an official of not lower rank than Member of Section, who has had special training and experience in regard to child welfare questions. The conditions are essential if the information service desired by the Fifth Committee is to work efficiently.

“Other incidental expenditure will also be necessary.”

*

*

The Fifth Committee desires to remind delegates of Governments of the terms of the charter of the rights of children which, in 1924, was appended to the first report submitted to the Assembly on child welfare.

"DECLARATION OF GENEVA.

"By the present Declaration of the Rights of the Child, commonly known as the Declaration of Geneva, men and women of all nations, recognising that mankind owes to the child the best that it has to give, declare and accept it as their duty that, beyond and above all considerations of race, nationality, or creed:

- "I. The child must be given the means requisite for its normal development, both materially and spiritually;
- "II. The child that is hungry must be fed; the child that is sick must be helped; the child that is backward must be helped; the delinquent child must be reclaimed; and the orphan and the waif must be sheltered and succoured;
- "III. The child must be the first to receive relief in times of distress;
- "IV. The child must be put in a position to earn a livelihood and must be protected against every form of exploitation;
- "V. The child must be brought up in the consciousness that its talents must be devoted to the service of its fellow men."

We ask you to celebrate the tenth anniversary of this charter by an achievement which will undoubtedly gain the ear of all who regard children as the most precious form of capital. We ask you to recognise, by your vote, the rights of the coming generation over its predecessor.

(Adopted 27th Sept. 1934.)

Annex.

ACTIVITIES OF THE SOCIAL SECTION OF THE LEAGUE OF NATIONS CONCERNING CHILD WELFARE.

The Child Welfare Committee has made a comparative study:

1. Of legislation regulating the age of marriage and the age of consent (document C.P.E.90(2) [revised]);
2. Of the system of family allowances in different countries and their development (in collaboration with the International Labour Office). (Extract from the *International Labour Review*, Volume XXI, No. 3, March 1930);
3. Of the legislation and administrative measures regulating the presence of children at cinematographic performances (document C.P.E.134 [revised]);
4. Of the position of the illegitimate child in various countries (document C.P.E.141(1));
5. Of the position of the illegitimate child under social insurance laws (document C.P.E.283);
6. Of the systems of official guardianship of illegitimate children (document C.P.E.322).
7. It has drawn up a document on the subject of official documents which do not disclose illegitimacy (document C.P.E.399(1)).

8. It has made a study, in three parts, of special jurisdiction for minors, and has, in this connection, published three documents:—

- (a) Auxiliary services of juvenile courts in twenty-seven countries (document C.P.E.238(1));
- (b) Organisation of juvenile courts in thirty-two countries (in collaboration with the International Penal and Penitentiary Commission) (document C.P.E.315);
- (c) Institutions for erring and delinquent minors in forty-two countries (document C.P.E.430).

9. It has published an enquiry, made at its own request, into the question of children in moral and social danger, in seven different countries (document C.P.E.445(1)).

10. It has drawn up a model Convention regarding the return of children and young people to their homes, which has been transmitted to all the Governments and which had already served as a model for the conclusion of various bilateral agreements (document C.264.M.119.1931.IV).

11. The Child Welfare Committee, by its exhaustive study of the question of assistance to foreign minors, has caused the Governments to decide to consider once more the entire problem of assistance to indigent foreigners, which is at present in the hands of a committee of experts.

12. The Child Welfare Committee has also created, in the Library of the League of Nations Secretariat, a section devoted to child welfare, which contains several hundreds of books.

. (5) *Assistance to Indigent Foreigners.*

As the question of assistance to indigent foreigners now appears for the first time on the Assembly's agenda, I think it advisable to begin my report by briefly summarising the history of the question.

It was originally dealt with in the Child Welfare Committee, in the limited form of assistance to indigent foreign minors. After investigations covering several years, the Committee reached the conclusion that assistance to foreign minors could not be dealt with satisfactorily unless account were taken of the position of the families to which those minors belonged.

As any enquiry into the problem as a whole exceeded the province of the Child Welfare Committee, the Council decided to set up a special Committee of Experts, appointed by a small number of interested countries, and entrusted to it the task of preparing, after the necessary enquiries had been made, a preliminary draft international Convention.

In pursuance of this decision, a temporary Committee of Experts was set up on May 20th, 1931. The Governments of the following countries accepted the Council's invitation: Argentine, United Kingdom of Great Britain and Northern Ireland, Denmark, France, Hungary, Italy, Japan, Mexico, Netherlands, Poland, Switzerland, United States of America. The Committee of Experts held eleven meetings from December 4th to 9th, 1933, under the chairmanship of M. de Navailles, the distinguished French expert, whose thorough knowledge of the question is recognised by all. The Committee thought it desirable

to invite the Permanent Conference for the Protection of Migrants and the International Migration Service to take part in its discussions in an advisory capacity.

The Committee's report to the Council, embodied in document C.10. M.8.1934.IV, 'sets forth the results of its enquiries and the conclusions reached. It contains fourteen recommendations and a draft Multi-lateral Convention on Assistance to Indigent Foreigners. I propose to summarise these as briefly as possible, starting with the *draft Convention*.

This draft provides in general that each of the contracting parties shall grant to the indigent nationals of the other contracting parties residing in its territory and standing in need of material or moral assistance the same treatment as it grants to its own nationals. As regards indigent foreign minors, the assistance to be granted to them will include, in addition to medical and hygienic care and admission to institutions, all the measures of protection, maintenance, training and education applicable to indigent national minors. This assistance will be granted even to such minors as are nationals of States not parties to the Convention.

The draft Convention provides for the extension of assistance to Stateless refugees and persons of indeterminate nationality, when such persons are indigent.

Each of the contracting parties undertakes not to deport foreigners on the sole ground that they are indigent, except by means of repatriation and under the conditions laid down in the Convention. These provisions, however, will not prevent the application of police measures such as expulsion, even to an assisted person, if such measures are the normal consequence of infringement of the laws and regulations.

In particular, repatriation should take place only if it is in the interests of the assisted person and his family.

It should be carried out only by common agreement between the Government of the country of residence and the Government of the country of origin. Provision is made for special cases in which the State of origin may not oppose repatriation and the State of residence may not insist upon it (Article 6).

Should repatriation be proposed by the State of residence, the State of origin may replace this measure, in agreement with the State of residence, by the refund of assistance costs.

In view of the fact that the drawing-up of an international convention always takes a considerable time, the Committee, being anxious to improve as soon as possible the precarious position in which a large number of indigent foreigners are at present placed, made *fourteen recommendations*, which it proposes should be applied immediately.

The general principles governing those recommendations are as follows:

States should aim at the utmost possible assimilation of foreigners with nationals in respect of assistance to indigent persons, including refugees and foreigners without nationality or of indeterminate nationality.

The preservation of the family unit should constitute the basis for the application of measures of assistance.

Assistance should not be refused on purely formal grounds; and measures of assistance should be simplified as much as possible, in order to enable the relief to be made available with all speed.

In the case of repatriation, regard should be had to the circumstances of the material, moral and social position of the indigent person. Certain of the recommendations relate to the repatriation of children, mothers and sick or aged persons. Indigent foreigners whose position is irregular should not be repatriated, if that position is due to a reason for which they are not morally responsible, until steps have been taken to enable them to return to their country of origin, or to proceed to any other country in which they may reside.

In the last of its recommendations, the Committee of Experts observes that it was no part of its intentions, in proposing a draft multilateral Convention, to exclude other means of improving the situation in regard to assistance to foreigners, whether by amendments to national legislation or by bilateral agreements, always on the basis of the above recommendations.

* * *

It is desirable to point out that the question of assistance to indigent foreigners has also been dealt with by the thirteenth International Labour Conference, which took place in June last. It dealt particularly with the assistance to be accorded to the unemployed. It took note of the general Convention for assistance to foreigners proposed by the Committee of Experts, and passed a resolution on the subject which is reproduced *in extenso* in document A.V/6.1934.

The Labour Conference expressed the hope that the participation in poor-relief benefits of unemployed of foreign nationalities, whose right to allowances or grants has expired, would be settled by the adoption of an international convention regulating in a definite and liberal manner the right of foreign unemployed workers to such benefits.

* * *

The draft Convention, together with the recommendations, was submitted to Governments by a decision of the Council of the League dated January 17th, 1934. The Secretary-General communicated on the subject with seventy Governments, of which only twenty have submitted their observations: these are published in document A.V./6.1934 and the addenda thereto.

So few observations have been received, and so diverse are the views they reveal, that I do not think it possible to arrive at any opinion ^{present} as to the possibility of concluding the proposed Convention in its present form.

With regard to the fourteen recommendations, it would seem that the majority of the replies received from the twenty Governments may be regarded as in favour of the proposals by the Committee of Experts; but the observations contain reservations with regard to the application of several recommendations in whole or in part.

The opinions of the twenty Governments on the subject of the draft Convention differ much more widely.

Certain Governments accept the draft without restrictions; others say they are ready to accept it if they can introduce certain amendments. The amendments relate to a number of different provisions of the Convention. Other Governments are opposed to the draft Convention; but some of them say their attitude is provisional, and that it is possible they may reconsider the matter later in a more favourable sense. Certain of the twenty Governments are prepared to accept the draft Convention as a basis of discussion, with a view to drawing up a model bilateral convention. Others, again, say that at present the matter is of no practical concern to them.

In view of the variety of these opinions and their very small number—they do not include those of France, the United Kingdom, Italy, the United States of America and certain other countries¹—it would seem premature to subject them to an exhaustive analysis, for which purpose more copious material would be needed. It therefore appeared difficult for the Fifth Committee to enter into a far-reaching discussion, either on the recommendations or on the draft Convention proposed by the Committee of Experts.

Inasmuch as this was a highly complicated question and one very difficult to settle, both from the social and humanitarian standpoint and from that of economics and administration, it seemed necessary to wait until the question had been more thoroughly studied and elucidated. That being so, the Fifth Committee proposes that the Assembly instruct the Secretary-General to appeal to those Governments that have not yet sent their observations on the draft Convention and the recommendations of the Committee of Experts to do so as early as possible, and to refer all the replies that may be received to the Committee of Experts, which will have to decide whether all the views of the Governments interested can be reconciled.

The draft resolution which the Fifth Committee has the honour to submit to the Assembly is as follows:

“The Assembly,

“Having studied with keen interest the work accomplished by the Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Obligations abroad at its first session, in December 1933;

“Having noted the replies received from twenty of the seventy Governments to which the proposals of the Committee of Experts have been submitted;

“Being of opinion that, since so few replies have yet been received, it is not possible to take any decision on the substance of the draft Convention and the fourteen recommendations drawn up by the Committee of Experts:

“Expresses the hope that those Governments which have stated that they are in favour of the fourteen recommendations will apply them at the earliest possible moment, and

“Instructs the Secretary-General to request those Governments which have not yet sent their observations on this subject to send them to the Secretariat of the League as soon as possible, and to submit those observations to the Committee of Experts for examination at its next session.”

[Adopted, 27th Sept. 1934.]

¹ For those Governments which have not yet sent their observations, see Annex.

Annex.

GOVERNMENTS TO WHICH THE SECRETARY-GENERAL FORWARDED, ON FEBRUARY 14TH, 1934, THE PROPOSALS OF THE COMMITTEE OF EXPERTS ON ASSISTANCE TO INDIGENT FOREIGNERS (C.L.18.1934.IV):

- | | |
|-------------------------|---|
| 1. Abyssinia | 36. Mexico |
| 2. Albania | 37. Netherlands* |
| 3. Argentine Republic | 38. New Zealand* |
| 4. Australia* | 39. Nicaragua |
| 5. Austria | 40. Norway* |
| 6. Belgium* | 41. Panama |
| 7. Bolivia | 42. Paraguay |
| 8. United Kingdom | 43. Persia |
| 9. Bulgaria | 44. Peru |
| 10. Canada | 45. Poland* |
| 11. Chile* | 46. Portugal |
| 12. China* | 47. Roumania |
| 13. Colombia | 48. Salvador |
| 14. Cuba | 49. Siam |
| 15. Czechoslovakia | 50. Spain* |
| 16. Denmark | 51. Sweden* |
| 17. Dominican Republic | 52. Switzerland* |
| 18. Estonia* | 53. Turkey* |
| 19. Finland* | 54. Union of South Africa |
| 20. France | 55. Uruguay |
| 21. Germany | 56. Venezuela |
| 22. Greece ¹ | 57. Yugoslavia |
| 23. Guatemala | 58. Afghanistan |
| 24. Haiti | 59. Brazil |
| 25. Honduras | 60. Costa Rica |
| 26. Hungary | 61. Danzig |
| 27. India* | 62. Ecuador |
| 28. Iraq* | 63. Egypt |
| 29. Irish Free State | 64. Iceland |
| 30. Italy | 65. Liechtenstein |
| 31. Japan | 66. Monaco* |
| 32. Latvia* | 67. San Marino |
| 33. Liberia | 68. Sa'udi Arabia |
| 34. Lithuania* | 69. Union of Soviet Socialist Republics |
| 35. Luxemburg | 70. United States of America. |

Note.—The names of the twenty Governments which have so far sent in their observations on the draft Convention and the fourteen recommendations drawn up by the Committee of Experts are marked with asterisks.

V.—SIXTH COMMITTEE.

(1) *Protection of Minorities.*

I.

The problem of the generalisation of the system for the protection of minorities has once again been discussed by the Sixth Committee.

It was placed on its agenda in consequence of the Assembly's action in referring to the Sixth Committee a draft resolution deposited by the permanent delegate of Poland on April 10th, 1934, which was in the following terms:

"The Assembly of the League of Nations,

"Considering that the minorities treaties at present in force and the declarations on the international protection of minorities made before the Council by certain States are only binding upon some of the Members of the League of Nations, whereas other Members of the League remain free from any legal undertaking in this respect;

"Being of opinion that such a state of affairs affords an international guarantee to certain minorities only, and leaves the others, which can in no circumstances appeal to the League of Nations, without international protection;

"Considering that such a distinction between protected and non-protected minorities is in contradiction with the sentiment of equity and justice;

"Having regard to the fact that racial, linguistic and religious minorities which are not covered by the present system for the protection of minorities and which have the same moral right to the protection of the League of Nations as the protected minorities are to be found in almost all European and extra-European countries:

"Declares that the present situation in regard to the international protection of minorities is not in harmony with the fundamental principles of international morality, and is of opinion that it should be remedied by the conclusion of a general convention on the protection of minorities, such convention to provide for the same undertakings on the part of all Members of the League of Nations and to ensure international protection for all racial, linguistic and religious minorities;

"Decides to summon for that purpose an international conference consisting of all the Members of the League of Nations in order to draw up a general convention on the international protection of minorities; and

"Requests the Council to take the necessary steps to summon that conference in the near future, and in any case within six months from the close of the proceedings of the present session of the Assembly."

This proposal is a textual reproduction of a draft resolution submitted to the fourteenth Assembly by the same delegation. The only difference lies in its conclusion, which asks this year's Assembly to

pronounce upon the immediate recognition of the necessity for a general convention on the protection of minorities and upon the summoning of an international conference whereas the 1933 proposal merely involved the constitution of a committee of enquiry.

Although more thorough than those of previous years, the discussion, which was marked by perfect courtesy throughout, did not bring to light any new arguments as regards the substance of the problem. It nevertheless served a very useful purpose in that it revealed the opinion of numerous delegations on the system of protection at present in force, together with their views regarding the desirability and possibility of generalising that system. The amplitude of the discussion is to be attributed to the importance of the interests involved and also, in my opinion, to the particularly pressing terms in which the Polish Government thought fit, on this occasion, to put forward a claim which, in its eyes, is a corollary of the principle on which the League of Nations is based—that is to say, the legal equality of all its Members. Count Raczynski, the Polish delegate, has in substance informed you that the countries which are bound by treaties embodying minority obligations are not alone in possessing racial, linguistic or religious minorities. If the system or protection for minorities as instituted by the treaties is a good one, it should be extended. To refuse to do this would be equivalent to making this system the expression, as it were of the legal inequality of States—an inequality bearing no relationship to their state of development and their importance in international life. Such is the main argument of the advocates of the institution of a general, uniform charter, which would henceforward guarantee to all minorities the protection which at present is enjoyed by certain of them only.

The Polish delegate recognises the importance of the arguments relating to the danger of generalisation from the point of view of national unity or the sovereignty of States. These arguments, however, apply even more forcibly to the existing treaties in so far as they represent exceptional treatment for the countries concerned.

The Polish delegate disputed the value of historical arguments designed to justify the present system by obsolete circumstances having nothing in common with the present international situation.

It is, moreover, important to note that, at the very outset of his remarks, the Polish delegate made it clear that he did not wish to bring up in the discussion before the Sixth Committee—which was not competent in the matter—the declaration made in the Assembly by the Polish Minister for Foreign Affairs as to the co-operation of his country with the organs of the League of Nations in regard to the application of the minorities system in Poland. While maintaining the principle of generalisation of the international protection of minorities in respect of all Members of the League of Nations, he confined his remarks to analysing the conditions of such generalisation in Europe, and deliberately left on one side the more complicated problem of the conditions peculiar to the other continents.

*
* *

In the course of the discussion, certain delegates announced their unqualified agreement or their sympathy in principle with the proposal, is limited in the manner described above.

Other delegates declared themselves opposed to the idea of generalisation and to the preparatory measures designed to bring it about.

According to the opponents of generalisation, the present system of protection of minorities must be regarded as being bound up with

the treaties, and do not in any way embody principles of Government having the character of universal obligations. The clauses relating to minorities have their foundation and their *raison d'être* in special circumstances obtaining at the time when the treaties were concluded.

In this connection, the United Kingdom delegate recalled and commented on the following passage from the report submitted to the Council in Madrid in 1929:

"It must at once be placed on record that it was no part of the purpose of the authors of the treaties to set out principles of government which should be of universal obligation. They never considered or professed to consider the general principle of religious toleration as applicable to all States of the world, nor did they lay down any general principles of universal application for the government of alien peoples who might be included within the territory of the colonial dominions of all States. Anything of the kind would have been quite outside the scope and powers of the Peace Conference; if anything of this kind had been done, it could only have been in connection with the drafting of the Covenant of the League of Nations, and, as we have seen, it was there deliberately rejected. What the Conference had to deal with was a number of problems which were purely local, which arose only in certain specified districts of Europe, but which at the same time, in view of the political conditions of the moment, were serious, urgent and could not be neglected."

The opponents of generalisation further argue that any attempt to impose the present system of protection of minorities upon countries the territories of which are not inhabited by peoples of different race, language or religion, or which in the course of their history have successfully settled the mutual relations of such peoples, would in effect create an artificial problem in the countries concerned.

As the discussions had shown that the countries at present bound by minority treaties had cause to complain of the defects of the system in force, it appeared paradoxical to a great number of delegations that it was these very countries which were proposing that such protection be generalised.

Other delegations made a point of stating that the existence of minority clauses by which certain countries only were bound did not imply any idea of a hierarchy amongst the States Members of the League of Nations.

Certain delegations expressed the fear that if minority obligations were too widely extended the final result would be to prevent any protection of minorities.

Moreover, the treaties concluded to ensure the protection of minorities must not be regarded as eternal and unchangeable, since they provided for a procedure of modification. In virtue of these treaties, the Council of the League of Nations, and the Council alone, is competent to make the necessary modifications.

Nevertheless, as long as no modifications were introduced by the procedure provided for this purpose, the treaties would have to be observed.

Several delegates representing countries outside Europe stated that the generalisation of the protection of minorities could in no case be accepted by their countries, the conditions prevailing in other continents being totally different from those existing in Europe. The fact that even the advocates of generalisation had stated that they desired

to leave oversea countries out of account appeared to several delegates to be contrary to the argument of the equality of States which had been put forward in support of the case for generalisation.

Many delegates who were in favour of the actual principle of generalisation wished to make reservations regarding the advisability of summoning an international conference, and expressed serious doubts as to the success of such a conference, the failure of which would be detrimental to the prestige and moral authority of the League of Nations. Among others, the delegate of the Irish Free State considered that a solution of this problem, which he considered to be extremely complicated, could not be found by an international conference, but should be entrusted to a committee of enquiry.

The delegate of Haiti, believing that the problem should be considered as a whole from the standpoint of the jurisdictional guarantee of the rights possessed by men as such, whether they belonged to a minority or a majority, and that a solution should be sought on this basis, submitted the following motion:

"The fifteenth Assembly requests the Council to summon a conference to consider the reforms to be introduced into the system set up by the treaties with regard to the protection of minorities and to submit its findings to the Council."

This proposal was modified in the course of the debates by its author, who gave it the following form:

"The fifteenth Assembly requests the Council to study the reform to be introduced into the system set up by the treaties with regard to the protection of minorities."

This fresh proposal was attached by the Chairman of the Sixth Committee to the Hungarian proposal, which is dealt with in the second part of this report.

The Chairman of the Committee appealed to the Polish delegation not to insist on its proposal being put to the vote. In reply, the Polish delegate stated that the speeches of certain delegates had shown him that there were some States, including European countries, which refused to consider the generalisation of the international protection of minorities. In his opinion this attitude rendered a vote in the Committee completely superfluous, since a vote could only have shown the impossibility of taking a decision regarding generalisation, such a decision requiring unanimity in the Assembly. In these circumstances, the Polish delegate did not insist on a formal vote by the Committee, which would have had no practical value.

II.

At its meeting of September 12th last, the Assembly referred to the Sixth Committee the Hungarian proposal on the discussion of the part of the Secretary-General's report dealing with the protection of minorities.

The discussion of this question gave rise, as in previous years, to a debate on the competence of the Assembly and of its Sixth Committee in the sphere of minorities.

The Hungarian delegate, in asserting the competence of the Assembly and the Sixth Committee, based himself on the general competence conferred on the Assembly by Article 3 of the Covenant. While later speakers recognised that the Assembly was competent to

deal with questions of principle applicable to the problem of minorities, they maintained that only the Council, which was entrusted by the treaties with the supervision of their application, was competent to deal with individual claims or concrete cases of the application of minorities treaties.

I do not propose to describe the debate that occurred in the Sixth Committee as a result of the discussions on the special position of different minorities in the Danube Basin to which the Hungarian delegate's speech gave rise.

In connection with the complaints made by the Hungarian representative, several speakers, some of whom have also given expression to their complaints against Hungary, pointed out that the proper course for his country to pursue was to apply to the Council in conformity with the rules of procedure in force. The debate closed on a conciliatory note.

At the end of the discussion, the Chairman informed the Committee that M. Frangulis did not press for a vote on his draft resolution. He had, however, requested that it should be mentioned in the report.

(Adopted, 27th Sept. 1934.)

(2) PROHIBITION, UNDER THE PROVISIONS OF THE COVENANT, OF THE SUPPLY OF ARMS AND WAR MATERIAL TO BELLIGERENTS.

The opinion given to the Sixth Committee by the First Committee on the legal questions which have been raised in connection with the measures taken to prevent the supply of arms and war material to Bolivia and Paraguay distinguishes between the issues which arise in that particular case and the more general question of "prohibiting, under the provisions of the Covenant of the League of Nations, the supply of arms and war material to belligerents".

As regards the latter question, the First Committee's opinion (Part II) contains the following suggestion:

"The question of principle, which was to be examined from the standpoint of pure law, and in particular from that of interpretation of the Covenant—*viz.*, the question of prohibiting, under the provisions of the Covenant of the League of Nations, the supply of arms and war material to belligerents—was shown by the discussion in the First Committee to be one which, presented in these wide terms, raised problems of a very diverse and very complicated nature which the First Committee would not be able to solve in the space of a few days. If the Sixth Committee considers it desirable that the study of these problems should be pursued, it might propose that the Assembly should ask the Council to appoint a Committee for the purpose, which would present its conclusions to the Council and to the Assembly".

The Sixth Committee agrees with this suggestion and proposes that the Assembly should give effect to it by adopting the resolution set out below. It considers that this proposal will not necessitate the voting of a special credit, since, as has been done on previous occasions, the Committee may be composed of experts nominated by certain Members of the League selected by the Council, not necessarily from among the States represented on the Council.

DRAFT RESOLUTION.

"The Assembly decides to request the Council to appoint a committee to study, from the standpoint of pure law and in particular from that of interpretation of the Covenant, the question of prohibiting, under the provisions of the Covenant of the League of Nations, the supply of arms and war material to belligerents and to present its conclusions to the Council and to the Assembly."

(Adopted, 27th Sept. 1934.)¹

(3) DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

RESOLUTION SUBMITTED BY THE SIXTH COMMITTEE TO THE ASSEMBLY.

"I. In consideration of the request made by the Bolivian Government on May 31st, 1934, for the application of the procedure provided by Article 15 of the Covenant of the League to the dispute;

In consideration of the request made by the Bolivian Government on June 9th, 1934, that the dispute be referred to the Assembly in accordance with Article 15, paragraph 9, of the Covenant, and the Council's decision of September 7th, 1934;

In consideration of the report of the First Committee of the Assembly dated September 22nd, 1934;

In consideration of the opinion of its First Committee dated September 22nd, 1934, on the question of the full application of Article 15 of the Covenant, which was raised by the delegate of Paraguay;

The Assembly declares that the dispute between Bolivia and Paraguay has been duly referred to it and that it is obliged to follow the procedure provided in Article 15 of the Covenant.

II. Whereas hostilities have been proceeding in the Chaco for more than two years, and all the efforts that have been made to secure the cessation of hostilities and the pacific settlement of the dispute have so far proved ineffectual.

And whereas, in particular, the endeavour made in the interests of peace, prior to the meeting of the Assembly, by the Government of the Argentine Republic, with the support of the Governments of the United States of America and the United States of Brazil, has revealed the difficulties which still stand in the way of a settlement by conciliation:

The Assembly considers that, while endeavouring to secure a settlement of the dispute by the procedure of conciliation provided for in Article 15, paragraph 3, of the Covenant, it should forthwith take steps to prepare the report contemplated in paragraph 4 of the same article, on the understanding that the conciliation procedure remains open until such time as the said report shall have been adopted.

III. The Assembly hereby decides to establish a committee comprising:

(a) The Members of the Council;

(b) Those Members of the League which, not being at present Members of the Council, have taken part in the attempts previously made in America, as members of the Washington Committee of Neutrals or as States bordering upon the parties to the dispute—that is to say, Colombia, Cuba, Peru and Uruguay;

(c) Four other members to be selected by the Assembly.

The committee will be formed without delay. It will settle its own procedure with a view to discharging its duty as effectively and speedily as possible. It may secure such assistance as it may consider necessary.

Should it succeed in bringing about the settlement of the dispute by applying Article 15, paragraph 3, of the Covenant, the committee will make public, on behalf of the Assembly, a statement giving facts and explanations regarding the dispute and the terms of settlement thereof.

Should it prove impossible to settle the dispute, the committee will submit to the Assembly the draft report contemplated in Article 15, paragraph 4, of the Covenant, containing a statement of the facts of the dispute and the recommendations concerning the cessation of hostilities, the settlement of the dispute, and any consequences arising out of those recommendations in regard to the application of the prohibition to supply arms and war material, to which numerous Governments have subscribed, in some cases "subject to any further recommendation by the Council of the Assembly".

In accordance with Rule 1. paragraph 2, of its Rules of Procedure, the Assembly will meet in extraordinary session at the request of the committee hereby set up.

The Sixth Committee recommends to the Assembly to select as Members of the Committee: China, the Irish Free State, Sweden and Venezuela."

(Adopted, 27th Sept. 1934.)

(4) *Intellectual Co-operation.*

The work of the fifteenth Assembly of the League in connection with intellectual co-operation is twofold. We are called upon first to appraise the work done by the Intellectual Co-operation Organisation during the last year, and, secondly, to approve the programme of work for the year 1934-35 as drawn up by the Committee on Intellectual Co-operation in the course of its last session, held at Geneva, July 16th to 21st, 1934.

The Assembly desires, in the first place, to associate itself with the tribute paid by the Committee on Intellectual Co-operation and the Council of the League to the memory of two distinguished members of the Committee, Mme. Curie-Sklodowska and President Painlevé whom the League has had the misfortune to lose in the course of the year. The Rapporteur of the Committee on Intellectual Co-operation, M. de Reynold, and the French representative on the Council, in paying high tribute to the deceased, were interpreting faithfully the feelings of all members of the Assembly. Science in general, and the League of Nations and the Intellectual Co-operation Organisation in particular, have suffered an irreparable loss. The memory of the services which Mme. Curie and M. Painlevé have rendered to the cause of peace will remain deeply engraved on all our hearts.

WORK DONE.

In order to preserve the spirit of continuity, which M. de Reynold regards as one of the characteristic features of intellectual co-operation work, the Sixth Committee divided the questions on the programme of the Organisation into three main categories—*viz.*, the intellectual work, the work in connection with the League of Nations, and the work in connection with the different countries. The sole object of this classification, which need not be unduly stressed, was to mark clearly the threefold ideal of intellectual co-operation.

The intellectual work proper has chiefly comprised, since 1931, what has come to be called "correspondence" and "conversations". The work in connection with the League includes, amongst other things, the study of the principal modern methods of publicity with a view to spreading the spirit of peace and collaboration—the cinema, the wireless and the Press. The study of international relations may also be included in this category. The work in connection with the different countries includes a whole network of co-ordinated labour which covers the following different fields—the vast sphere of education, including, of course, instruction in the aims of the League, the co-ordination of libraries and archives, the fine arts, and scientific museums.

The Sixth Committee took these three categories one by one.

As regards the first, I would point out that a third volume of correspondence has been published this year constituting a sequel to the volume "Why War?" by Professor Einstein and Dr. Freud, as also to the publication entitled "A League of Minds". The title of the new volume is *L'Esprit, l'Ethique et la Guerre*. The authors are men of worldwide reputation in history, psychology and literature—namely, M. Bojer, the Norwegian novelist; Dr. Huizinga, Rector of the University of Leyden; the French novelist, André Maurois; the English novelist, Aldous Huxley; and the Austrian psychologist, Walder. The subject is of the utmost interest and is so wide that it is not exhausted by this volume, which, nevertheless, serves to throw a searching light on this question from more than one original angle.

"Conversations" have been held at Paris in October 1933 and at Venice in July last. Both in respect of the importance of the problems discussed and the numbers and capacity of those taking part in them, these "conversations" maintained the standard set at Frankfort in 1932 and at Madrid in 1933. The discussion in Paris, organised in concert with the Committee of European Co-operation, took as its theme "The Future of the European Mind". It was published by the Institute. With M. Paul Valéry in the chair, an attempt was made to find traces in the past and present of what may be called the European consciousness. History, philosophy, literature, science and art were successfully explored in this connection.

The "conversations" at Venice, of which M. Biancheri, the delegate of Italy, has spoken, took place at the end of July in connection with the nineteenth International Exhibition of Modern Art (the Biennale). It was only natural, therefore, that the subjects should be related to art. They dealt, in the first place, with the problem of realism in contemporary art, and in the second place with the relations between art and the State. The discussions were on a very high level. They will be published by the Institute, and will certainly not fail to lead to further study and, it is to be hoped, definite results; for example, in connection with art teaching.

Before passing from this question of intellectual work, I should like to make a brief reference to the problem of authors' rights, on which M. Casares, delegate of Spain, has also spoken. Two important events

have taken place during the year in this connection. In accordance with the views of the Committee on Intellectual Co-operation, the last Pan-American Conference at Montevideo discussed the question of bringing the Berne and Havana Conventions into harmony with one another. The Conference decided to refer the question to a Committee of Jurists. It may be hoped that it will be found possible to adopt a single system governing uniformly the problem of authors' rights throughout the world. That recommendation is made in one of the resolutions set forth below, which was submitted by M. Casares.

In June, a Diplomatic Conference was held in London for the revision of the Paris Convention on Industrial Property. The Committee will be glad to learn that the Conference amended the Convention, giving full consideration to the suggestions made by the Intellectual Co-operation Organisation. This success is very gratifying. It should encourage us to continue our work along its present lines, and to make the most careful preparations for the revision of the Berne Convention which it is proposed to undertake at Brussels in 1935.

I pass to the second category of work—namely, the work in connection with the League of Nations or (to use the well-established expression) the study of international relations. This is a field where all is new—subject, method, form and substance. It is a field of experiment and research. If we endeavour to define the end in view and the means taken for the attainment of that end, we may perhaps express the central idea of this work by saying that it consists of the study, with the aid of such light as history, law, sociology and philosophy may afford, of different political problems which are engaging the attention of the modern world. We sometimes feel the need to get out of a moving crowd in order to see where it is going and how we stand in relation to it. In the same way, the annual conferences for the study of international relations examine in a calm atmosphere certain of the most burning questions arising in connection with the international organisation of the world. This is not a movement of purely scientific curiosity. The function of the Conference is not that of a spectator. It aims at making an effective contribution on the part of scientific circles to the effort of the present age to lay the foundations of international relations on a more ordered, more coherent and more rational basis. This point was eloquently brought out by M. Bourquin, delegate of Belgium.

In application of this general principle, important conferences were held at Milan and in London in 1932 and 1933. They dealt with the problem of the intervention of the State in economic life. In London in 1933 a new theme was chosen—namely, the collective organisation of security. I need not here, in Geneva, in the League of Nations itself—at a time when the Disarmament Conference has not yet concluded its labours—emphasise the special current significance of this theme. It was the subject only of a preliminary exchange of views in Paris in May. The substance of the question will be discussed at a more general conference to be held in 1935.

The twelfth Assembly instructed the Intellectual Co-operation Organisation to study the whole body of international problems arising in connection with the use of wireless. Experts met at the Institute in Paris with M. Arnold Raestad, former Foreign Minister of Norway, in the chair, and drew up a preliminary draft Convention, the great practical bearing of which was emphasised by Mr. Skelton, delegate of the United Kingdom. This draft is now before the Governments for examination. A large number have already replied. The Institute proposes to summon this Expert Committee again in order to put the original text into final form in the light of the replies from the different

countries. A draft thus amended will then, it is hoped, be submitted to the Governments for signature, either at a special conference or at the next Assembly. In this connection Mlle. Vacaresco raised the question whether it would not be possible for the Governments to pay into a relief fund for artistes part of the proceeds of the fees payable by wireless licence holders.

In connection with the instruction of youth in the aims and activities of the League, the Committee on Intellectual Co-operation adapted its programme to present circumstances and approved the scheme of work submitted by the new Advisory Committee. The Advisory Committee is composed of persons with special knowledge of modern educational methods, the organisation of public instruction and big international movements. The Committee on Intellectual Co-operation reasserted, in particular, the principle that the aims, organisation and activities of the League should remain, in accordance with the Assembly's intentions, a subject of education and that the efforts already made in this sense should be continued. At the same time, it pointed out that education of this kind would gain in effectiveness if conceived on very much wider lines, and considered every display of genuine international spirit as a step forward towards the same goal. The teaching of history, geography and all other subjects which possess an international aspect should be conceived in the same spirit. The study of international relations might also contribute to the attainment of the Assembly's aims and increase knowledge of the League of Nations.

The Committee on Intellectual Co-operation confined its action to a few practical measures and decided to continue the enquiry on international relations with a view to making a survey of the work done in this field by the different countries. Further, it entrusted the Educational Information Centre—working in conjunction with the International Labour Office, the International Bureau of Education and the National Committees on intellectual co-operation—with the work of studying the measures to be taken on behalf of adult education and more especially those connected with the utilisation of young persons' spare time.

The work in connection with the different countries includes a large number of individual activities, first and foremost among which must be mentioned the relations between Departments of Education, whether the relations between the primary and secondary educational authorities or the annual conference of higher educational authorities. The interesting and important work now being done cannot be studied in detail here, but I would mention in particular the achievement of the Intellectual Co-operation Organisation, which has succeeded in two or three years in securing the establishment of national centres for educational information in thirty-two countries. The duty of these centres is to carry on co-ordination work on a national scale and to keep the existing educational archives up to date. They are thus naturally in a position to establish relations with similar bodies in other countries, to put their national experience at the latter's disposal, and at the same time to receive corresponding information from them and usefully disseminate it in their own countries.

Moreover, the organisation of universities and higher education and the perfecting of research are the subject of first-hand comparative studies now being undertaken by the authorities responsible for higher education in various countries. This preparatory work will lead in a few months, after discussion and examination by the competent Committee, to the publication of original material, and it will undoubtedly be possible to draw practical conclusions of the greatest interest.

The Assembly is aware, too, that the Chinese Government has asked the Intellectual Co-operation Organisation to collaborate in the great reconstruction work which it is pursuing. Further steps have been taken to comply with this request, particularly in the matter of the vocational guidance of Chinese students, which is to-day a question of capital importance in China as in every other country. This collaboration even goes beyond the sphere of education and, thanks to the work of the Chinese Committee on Intellectual Co-operation, covers the whole field of cultural relations with Europe. The speech by M. Tsien-Tai in the Sixth Committee afforded fresh evidence of his Government's spirit of co-operation.

In the matter of archives, libraries and science museums, the work of intellectual co-operation takes the form of enquiries, meetings of experts and publications. Among the subjects covered by the latter I would merely mention those which have recently appeared or are in preparation: people's libraries and workers' spare time, the professional training of librarians, popular libraries. A monthly review deals with relations between science museums, and an international guide to archives will deal with State archives.

The co-ordination of fine arts museums is undoubtedly one of the most successful pieces of work undertaken by the Organisation. Let me refer to three of the many achievements of the International Museums Office: (1) The Convention for the repatriation of works of art illicitly removed from the national artistic heritage (this agreement is now before Governments for examination); (2) the establishment of an international committee on historic monuments; (3) the General Museographical Conference organised by the International Museums Office, thanks to the generous aid of the Spanish Government. This Conference will take place in Madrid next month. It will complete a series of studies, the first of which was held in Rome in 1930 and dealt with the preservation of paintings, while the second, held in Athens in 1931, dealt with the preservation of artistic and historic monuments. Mention should also be made of the International Centre of Institutes of Archaeology and the History of Art, and the research carried out in the vast field of popular art.

After this rapid survey of the most striking facts which have marked the course of the past year, let me roughly sketch the programme for the coming year as laid down in the remarkable report submitted by the Director of the Paris Institute and in numerous resolutions adopted by the Committee on Intellectual Co-operation. The Sixth Committee unanimously suggests to the Assembly that the proposed programme be approved, for it follows logically from previous work. I will merely draw the Assembly's attention to new questions or questions which require a formal decision on its part.

The "correspondence" and "conversations" which the Committee on Intellectual Co-operation is of opinion should be continued aroused the keen interest of the Sixth Committee. Few speakers failed to refer to them. The Committee on Intellectual Co-operation will certainly bear in mind in the future the various opinions expressed, particularly by M. Levillier, on the organisation of the "conversations" and the publications giving an account of them. The subjects studied will, it may be presumed, be the formation of an intellectual elite, and the origins of Western civilisation. Future "correspondence" will deal with contact between Western and Eastern civilisations and the means of bringing them closer to one another in certain respects in order that they should contribute their share to the achievement of the aims of intellectual co-operation.

A vast new field has been opened up to intellectual co-operation as a result of the initiative taken in 1933 and 1934 by Professor James T. Shotwell and M. Edouard Herriot, Chairman of the Governing Body of the International Institute of Intellectual Co-operation—*i.e.*, that of social and political science. It is proposed (1) to draw up a list of the institutions and organisations which engage, in the different countries and internationally, either in research or teaching in the field of social and political science; (2) to initiate research into the principles and methods of the various subjects into which the sciences may be divided; (3) to undertake a series of studies of certain specific problems. The first of these studies will concern certain aspects of the effects of mechanisation on modern life and, in particular, on international organisation.

The Permanent International Studies Conference will sit in 1935. Its agenda has been drawn up and will include the problem of the collective organisation of security. The Conference's method of work has also been established. We can only express our best wishes for the success of this undertaking and the hope that the work carried out with strict scientific impartiality by the Intellectual Co-operation Organisation will be a useful contribution to the practical efforts now being made by the whole League of Nations.

In the field of education, which was also dealt with by the Sixth Committee and particularly by the representatives of the Union of South Africa and New Zealand, I should like to mention the first Conference of National Educational Information Centres which the Committee on Intellectual Co-operation intends to convene next year. It is clear that this is an undertaking of capital importance.

Another interesting proposal, also in the educational sphere, is that which concerns the revision of school text-books. The Committee on Intellectual Co-operation contemplates supplementing the improvement schemes now in existence by the preparation of a standard draft bilateral agreement for the abolition of differences in the interpretation of certain historical events in the text-books now in use.

In the field of the exact and natural sciences, the Committee on Intellectual Co-operation asks us to make a definite decision. We are asked, in fact, to recognise explicitly, in a special resolution, the importance to science in general of the publication of annual tables of constants and numerical data, and the value of the International Chemistry Union's proposal to call, under the auspices of the French Government, a conference which would consider the present situation with regard to that publication.

The problem of the circulation of books has for long occupied the attention, not only of the International Committee on Intellectual Co-operation, but of the Assembly itself; nowadays, when unfortunately, numerous barriers of different kinds have been erected between the peoples, it is important that the spread of ideas should not be hampered by the same restrictive rules as those applied to world trade. On one particular point, a controversy arose which occupied the attention of the Sixth Committee for some time. The Hungarian delegate asked the Committee on Intellectual Co-operation to "give its valuable aid in every case in which its conciliatory action may be solicited". This proposal, however, the grounds for which were contested by three other delegations, could not be considered in substance. The same problem has, indeed, also been brought before the Intellectual Co-operation Organisation, which, in examining it, applied its regular methods of procedure and, as in the past, counts greatly upon the constant support of the national committees of the countries concerned.

The Assembly will doubtless be glad to learn that the interest displayed in the Intellectual Co-operation movement is constantly growing. Countries which are most remote from Geneva, and which accordingly feel most acutely the inconveniences of distance, have championed a policy of genuine mutual understanding and knowledge. The representative of one of them, M. Nieto Caballero, referred to a proposal made to the Committee on Intellectual Co-operation in July regarding a visit to Latin America by qualified representatives of the intellectual world, under the auspices of the League.

M. Levillier, delegate of the Argentine Republic, put forward a new proposal to the effect that the Intellectual Co-operation Organisation should be entrusted with the extremely interesting task of publishing, by means of international co-operation among specialists, a collection of original works on the nation civilisations of America and a similar collection on the great discoveries and the history of America in the sixteenth century.

The Intellectual Co-operation Organisation has never attempted to take the place of national authorities or institutions. Its work is simply one of co-ordination—that is to say that its whole activity is based on work within the different countries. In the first rank of this work come the activities of the National Committees on intellectual co-operation. Two years ago, the International Committee established a system of invitations which enables it to associate in its work, each year, a certain number of representatives of National Committees. This year, the Committee proposes further to extend the network of existing National Committees, to call on them to set up direct relations among themselves, and, lastly, to study the question of a general conference, for the last was held as long ago as 1929.

The Assembly will no doubt wish to join in the thanks which the Committee on Intellectual Co-operation has addressed to the Paris Institute, to its Chairman, M. Edouard Herriot, and to its distinguished Director: to the Intellectual Co-operation Section of the Secretariat of the League of Nations and to the International Educational Cinematographic Institute in Rome and its Chairman, M. Rocco.

We believe, finally, that the Chairman of the Committee on Intellectual Co-operation and its Rapporteur are quite right in stating, in the report submitted to you, that "no work for international organisation in the world, for an international order and, consequently, for peace will be durable, or even possible, if not accompanied by a corresponding effort in the intellectual sphere".

It is gratifying to find that our Intellectual Co-operation Organisation is making this very effort in conformity with its appointed mission.

THE WORK OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE

As in preceding years, the International Committee on Intellectual Co-operation took note of a report from the Director of the International Educational Cinematographie Institute; it also heard the verbal explanations given by M. Opreescu, Rapporteur of the Governing Body of that Institute, on the work done during the year 1933-34.

The Assembly pays a tribute to the results obtained, and particularly stresses the importance of the conclusion of the Convention for facilitating the International Circulation of Films of an Educational Character, and of the preparation and holding of the International Congress on Educational and Instructional Films.

This Congress was a very great success, not only in the number and quality of the persons present, but also in the value of the decisions taken. A new programme of work is the result. This provides for close collaboration between the different executive bodies dependent on the Committee on Intellectual Co-operation. A rôle of the first importance falls, as may be imagined, to the International Educational Cinematographic Institute.

The Committee on Intellectual Co-operation congratulated the Chairman of the Institute's Governing Body, its Director and the organisers of the Congress; it expressed its pleasure at the success of the efforts made, as giving a guarantee of future achievements.

* * *

The Sixth Committee has the honour to recommend for the Assembly's adoption the following draft resolutions:

"(1) The Assembly:

"Approves the programme of work of the Intellectual Co-operation Organisation for the year 1934-35, as set out in the resolutions of the International Committee and the general report of the Director of the Institute;

"It is happy to recognise that the work done during the past year by the various bodies constituting the Intellectual Co-operation Organisation has been entirely in keeping with the intentions of the last Assembly and with the higher interests of the League of Nations and culture in general.

"It notes with satisfaction that, in spite of difficult circumstances, it has been possible to maintain the resources made available by the League of Nations; it nevertheless considers it impossible to meet the numerous requirements of the present time and enable this work to attain in all its aspects to the full development which its continuous progress makes it possible to expect, unless the material needs of the Organisation are more fully understood both by the League as a whole and by the various Member States. While conveying its renewed thanks to those States which are already showing their interest in the Institute of Intellectual Co-operation by the payment of contributions, it expresses the hope that, in future, their number will still further increase.

"(2) *Moral Disarmament*

"The Assembly notes the work done by the Committee on Moral Disarmament of the Conference for the Reduction and Limitation of Armaments. Without prejudice to the further activities of that Committee, it expresses the hope that the texts drawn up by the International Committee on Intellectual Co-operation will be recommended in due course to the attention of the various States.

"(3) *National Committees*

"The Assembly requests the Secretary-General of the League of Nations once more to draw the attention of the Governments to the importance of the tasks entrusted to the National Committees, for it is important that the various

States should do everything in their power to assist the Committees in the regular fulfilment of their mission.

“(4) *Annual Tables of Constants.*

“The Assembly recognises the great value to science in general of the publication of the annual tables of constants and numerical data, as also the importance of the proposal put forward by the International Chemistry Union for the summoning, under the auspices of the French Government, of a conference to consider the present position of that publication.

“(5) The Assembly conveys its warmest thanks to Spain, France and Italy for the services which those countries have rendered to intellectual co-operation by facilitating the summoning of such important conferences as the seventh Permanent International Studies-Conference, held in Paris, the Venice “Conversation” of July 1934 and the General Muscographical Conference to be held in Madrid next October.

“(6) The Assembly draws the attention of Governments to the importance of a prompt and sympathetic examination of the two draft Conventions prepared by the Intellectual Co-operation Organisation and at present submitted to the States for their consideration: the first of these agreements relates to the legal protection of national artistic possessions and the second to broadcasting and international relations. The Assembly requests the Institute of Intellectual Co-operation to summon further meetings of the Committees of Experts by which the first drafts were prepared, as soon as enough replies have been received. Those Committees will amend the original texts in the light of the replies from the States. The drafts thus amended will be communicated to the Governments and submitted to the Council of the League, which will decide whether they are to be considered by special conferences, or whether they can be discussed and signed during the next Assembly.

“(7) *Intellectual Rights.*

“The Assembly,

“Having heard the particulars supplied to it in regard to the progress recently made in the matter of bringing into harmony the Berne and Havana Conventions on authors’ rights.

“Notes with satisfaction that, as a result of the Pan-American Conference at Montevideo, an American Committee has been set up to prepare a draft, co-ordinating the basic principles of the two Conventions.

“Having regard to the interest which the Assembly has taken in this problem since September 1928:

“It asks that the Intellectual Co-operation Organisation should study, before the Brussels Revision Conference, the terms of a preliminary draft convention combining the above-mentioned Conventions.

“(8) *Origins of American Civilisation.*

“The Assembly:

“Approves of the very interesting suggestion made by M. Levillier, delegate of the Argentine, that the Institute of Intellectual Co-operation of the League should publish, by international scientific collaboration, a collection of original works on the native civilisations of America and a similar collection dealing with the great American discoveries and history of the sixteenth century;

“And requests the Director of the Institute of Intellectual Co-operation, after consulting the Publications Committee of the Ibero-American Collection, to bring that suggestion forward at the next session of the Executive Committee of the Intellectual Co-operation Organisation, with a view to the appointment, as proposed by the Argentine delegate, of a small Committee of Americanists for the purpose of drawing up a scientific and financial plan for the proposed work, such plan to be submitted to the next Assembly for its approval.

“(9) *League of Nations Teaching.*

“The Assembly is gratified to note the impulse given by the new Advisory Committee for the League of Nations Teaching to the efforts that are being made with a view to the instruction of the younger generation in the aims and work of the League of Nations, and approves the method recommended, which would embody that teaching in a number of measures intended to awaken an international spirit and to promote mutual knowledge of different civilisations.

“(10) *Educational Cinematography.*

“The Assembly is gratified by the considerable work accomplished by the International Educational Cinematographic Institute during the past year, and in particular by the holding of the International Congress of Educational and Instructional Cinematography in Rome in April 1934.

“It is glad to see in the results of the Congress, not merely the successful conclusion of work already systematically carried on among educationists and producers, but also the starting-point of a whole series of new activities.

“It desires to emphasise the fact that among the effects of the Rome Congress has been that of stressing the increasingly large part played by the International Educational Cinematographic Institute in the technical field.

“It notes that a large number of signatures have been secured for the Convention for facilitating the International Circulation of Films of an Educational Character, and expresses the hope that the requisite number of ratifications will be obtained to enable that international instrument to come into force at an early date.”

(5) *Mandates.*

The annual reports of the mandatory Powers, the reports and records of the Permanent Mandates Commission and the other documents relating to the execution of the provisions of Article 22 of the Covenant during the period since the fourteenth ordinary session of the Assembly were submitted to the Sixth Committee in accordance with the usual practice.

Several speakers once more emphasised the importance of the mandates system. Warm congratulations were offered to the Permanent Mandates Commission on the zeal with which it performs its task. Reference was made in particular to the close co-operation which exists between the Commission and the mandatory Powers. The gratifying results of this co-operation were emphasised by a number of speakers who did not hesitate to say that the League of Nations had every reason to be proud of the efficient working of the machinery set up by Article 22 of the Covenant.

The delegates of three mandatory Powers, while associating themselves with the praise bestowed on the Permanent Mandates Commission, recalled the fact that their Governments encountered innumerable difficulties in carrying out their mandates.

The South-African delegate stated in particular the reasons for which the last annual report on the administration of South West Africa had been somewhat delayed; he pointed out that floods without precedent in the annals of the territory had held up administrative work for many weeks.

The problem of the Jewish National Home in Palestine, which has already been frequently referred to in the Sixth Committee, was mentioned by several speakers. The Polish delegate expressed the hope that the surplus Jewish population of Central and Eastern Europe would be allowed to settle in Palestine, and that, for this purpose, Zionist immigration should be intensified in view of the particularly favourable economic position of the territory, which was largely attributable to the activity of the Jewish element of the population. The Persian and Iraqi delegates hoped that Zionist immigration would not take place to the detriment of the acquired rights of the native Arab population. The delegate of the United Kingdom, the mandatory Power for Palestine, said that his Government was equally solicitous of the interests of both elements, Jewish and Arab, of the Palestine population. He referred to the provisions of the mandate and the interpretative authority of the Mandates Commission, which had recently confirmed that Jewish immigration should depend on the economic power of absorption of the territory under mandate.

Some of the speeches again emphasised the importance to be attached to the observance of the fundamental principles of Article 22 of the Covenant, such as the moral and material welfare of the natives and the economic equality stipulated in favour of the Members of the League of Nations.

Furthermore, the Sixth Committee's attention was drawn to the position of women in certain mandated territories of West Africa. It was noted that the Permanent Mandates Commission and the mandatory Powers concerned were giving their attention to the matter.

The Sixth Committee has the honour to recommend to the Assembly the adoption of the following draft resolution:

"The Assembly,

"Having noted the activities of the mandatory Powers, of the Permanent Mandates Commission and of the Council as regards the execution of Article 22 of the Covenant:

"Once more expresses its confidence in them, and hopes that they will pursue in the same spirit of close co-operation the work of progress constituted by the mandates system".

[Adopted, 26th Sept. 1934.]

(6) SLAVERY.

The Advisory Committee of Experts on Slavery, set up under the Assembly resolution of October 12th, 1932, was appointed by the Council of the League on October 12th, 1933. The Committee met in January 1934, and drew up its Rules of Procedure in strict conformity with the definite indications contained in the Assembly resolution of October 12th, 1932. In accordance with the Council resolution of January 19th, 1934, the rules have been communicated by the Secretary-General to the Governments of the Members of the League and to the non-members parties to the 1926 Slavery Convention.

The 1933 Assembly decided that the Advisory Committee of Experts on Slavery should hold its first biennial session in 1935, in order to study the material forwarded by Governments. The Sixth Committee is of the opinion that this session should be held early in 1935. It is, however, of the utmost importance, in order that the Committee of Experts may carry out effectively its essential task, that it be furnished by Governments with the necessary material in good time before its session. The Sixth Committee therefore considers that a new appeal should be made to Governments to communicate to the League information on slavery without delay.

Furthermore, it appeared that the Secretary-General should be authorised, within the limits laid down by the Assembly resolution of October 12th, 1932, to collect in the future, if necessary, further information from the Governments.

The Committee has decided to propose that the Assembly adopt the following draft resolution:

"The Assembly:

"Notes the Rules of Procedure drawn up by the Advisory Committee of Experts on Slavery and approved by the Council on January 19th, 1934;

"Renews its appeal to the Governments of the Members of the League and non-members parties to the 1926 Slavery Convention to send, without delay, to the League information on all forms of slavery in their own countries, or in other parts of the world, in order that the Advisory Committee can meet early in 1935;

"Authorises the Secretary-General each year, should it appear to be necessary, to request Governments to supply further information on slavery within the limits of the provisions of the Assembly resolution of 1932; this action will be taken in agreement with the Chairman of the Advisory Committee;

"Requests the Secretary-General to bring the present resolution to the notice of the Governments of the Members of the League and non-members parties to the 1926 Slavery Convention."

(Adopted, 26th Sept. 1934.)

(7) RUSSIAN, ARMENIAN, ASSYRIAN, ASSYRO-CHALDEAN AND TURKISH REFUGEES.

The Sixth Committee had under consideration the report of the Governing Body of the Nansen International Office for Refugees on the work accomplished by the Office during the year ending June 30th, 1934.

The Committee had the privilege of hearing a summary of that report by His Excellency M. Antoniadé (Roumania), who represented the Governing Body in the absence (on account of illness) of Professor Georges Werner, the President of the Governing Body.

The Report pointed out that, as foreshadowed in the Office's report presented at the last session of the Assembly, the accentuation of the economic crisis had made its effects only too painfully felt on the situation of the refugees during the past year. From all sides, accounts arrived of the consequent growing distress among the refugees, which had, unfortunately, been aggravated in many countries by measures prohibiting the employment of foreigners. Those measures sometimes entailed repatriation of foreign nationals, but, in the case of the refugees, the unfortunate expedient of expulsion was often resorted to, which brought about a tragic situation for the refugee, and difficulties in the country into which he was thus forced to enter in an altogether irregular manner.

The Office, in its report, estimated that there were no fewer than 800,000 Russian refugees: 170,000 Armenian refugees and 14,000 Assyrian, Assyro-Chaldean and Turkish refugees. Practically every one of those refugees represented a problem of some kind for the Office, and an idea may be formed of the magnitude of the acute portion of the material side of the problem when it is recalled that, in some countries, as many as 50 per cent. of the refugees are unemployed and that 25 per cent. are unable to work owing to invalidity or infancy. The strain thrown upon their employed relatives is well-nigh intolerable.

In addition to the general mass refugee problem, the Office has been faced during the past year with some special problems of an acute nature, such as that of some hundreds of Molokanes who arrived in Asia Minor and suffered great distress from the rigours of a hard winter and that of the three hundred Catholic, Lutheran, Mennonite and Pfingstbruder refugees whose situation was so precarious in Harbin that special efforts had to be made to secure their settlement in Brazil.

The manifold remedies adopted by the Office to extricate the refugees from their difficult situation fall broadly under two headings: first, the application of inter-Governmental arrangements to secure an international status for the refugees and, secondly, material assistance to specific groups and individuals.

An important step in the direction of the first objective was made during the past year by the adoption of a Convention, which supplemented and consolidated the work done by the League in the past and particularly the series of inter-Governmental arrangements

The Commission noted with great satisfaction that Bulgaria has just transmitted the first ratification of this Convention.

The assistance afforded under the second heading is of an extremely diversified character, and ranges from the large-scale settlement of the Armenian refugees in Syria, where in all more than 26,000 refugees have been evacuated from the camps and settled in agricultural colonies or urban quarters, to the setting up of over 700 individual refugees in small trades on an average advance of 200 Swiss francs per head. Nearly 17,000 refugees have been assisted by means of advances or grants to refugee organisations, and over 90,000 refugees in all have received assistance in some form or another from the Office.

In view of the growing difficulty of finding employment for the refugees in Europe and of retaining them in the employment already obtained, the Office has, in conformity with the request of the last Assembly, devoted particular attention to the possibilities of oversea settlement. It was in pursuance of that policy that the Office was able to submit to the League a considered plan for the settlement in Brazil of the Assyrians from Iraq. Unfortunately, that plan could not be put into execution owing to new immigration laws introduced in Brazil. Nevertheless, the experience acquired by the Office in this connection may enable it to render useful services to certain other Governments who have sought its co-operation for the solution of refugee problems in their countries.

The services which the Office could render in such circumstances, as well as to the refugees as a whole, are very largely conditioned by the exiguous funds at its disposal, and it might be desirable for other Governments to follow the example of those already mentioned and capitalise their refugee liabilities by financing the settlement operations of the Office. Another manner in which funds could be provided for the work of the Office would be if Governments would follow the example of the French Government and generalise the application in their countries of the Nansen Stamp system.

*
* *

The Committee endorsed the suggestions outlined in the preceding paragraph. It considered, moreover, that one of the best means of accelerating a solution of the mass problem of the refugees was by the general application of the Convention for the Establishment of an International Status for the Refugees. In this connection, the Committee expressed once more its concern at the increasing tendency of Governments to expel refugees from their countries for minor offences and urged that this practice should be discontinued.

As regards the material situation of the refugees, various remedies were examined. It was considered, for example, that an important step could be made towards the liquidation of the Armenian refugee problem by a prosecution of the scheme for the settlement of the Armenian refugees in the Erivan Republic. Furthermore, in view of the growing difficulty of placing refugees in work in Europe and even of retaining in employment those who already have work, the Committee emphasised the importance of the efforts made by the Office for the exploration of settlement possibilities in oversea countries.

Several delegates drew attention to the fact of the report concerning the tragic situation of a large number of Russian refugee women in China who had been forced by economic circumstances, into the white

slave traffic. As the question primarily concerned the Fifth Committee, it was referred to a Sub-Committee of the Fifth and Sixth Committees for a joint report. This Sub-Committee recommended that the proposed Conference of Central Authorities in the East to be convened in order to study the commercial aspects of prostitution in the East should be invited to deal also with this question of the Russian refugee women in China. The Sub-Committee is of opinion that further enquiries should be made on the spot with the object of ascertaining what measures it would be expedient to take, and it considers that the Council should instruct the Secretariat to get into touch for this purpose with various authorities, official and unofficial, and to communicate the results to the Advisory Commission for the Protection and Welfare of Children and Young People.

The Sixth Committee recommends the adoption by the Assembly of the following draft resolutions:

- "The Assembly,
- "Having considered the report of the Nansen International Office for Refugees on its work during the past year:
- "Expresses its high appreciation of the important results achieved by the Office for the refugees and for the countries offering them hospitality, in spite of the economic crisis and of the exiguous funds at the disposal of the Office;
- "Seeing that the Refugee Convention of October 28th, 1933, recognises an international status for the refugees which, *inter alia*, contemplates that measures against foreigners should not, owing to their special situation, be applied rigorously to refugees:
- "Urges Governments, with a view to an acceleration of the liquidation of the refugee problem, to accede as soon as possible to that Convention;
- "Considering the opinion expressed by responsible Armenian refugee organisations that the settlement of the Armenian refugees in the Republic of Erivan offers one of the best solutions of the Armenian refugee problem:
- "Requests the Office to continue its negotiations to that end;
- "Notes with anxiety the growing practice of certain Governments to expel refugees from their territories, even for minor offences, and the serious consequences thus created for neighbouring States;
- "Invites Governments to undertake not to expel refugees from their territories until they have obtained visas to enter an adjacent country;
- "Recognising the increasing difficulty of placing refugees in employment in European countries, and even of maintaining in employment those who already have work:
- "Requests the Office to continue and develop its efforts to secure the settlement of refugees in oversea countries; and
- "Urges the Governments of those countries to communicate to the Office any settlement opportunities or prospects existing in their territories;
- "Appreciating the difficulty experienced by Governments in continuing to support the direct and indirect charges imposed on them by the presence of large numbers of unemployed refugees in their territories:-

"Recommends the Governments of those countries to consider the advantage of capitalising such charges by placing credits at the disposal of the Office to enable it to settle unemployed refugees in countries willing to receive them;

"Notes that the Office could extend its activities to a larger number of refugees if adequate funds were available;

"Urges Governments to increase the revenue of the Office by a general application of the Nansen Stamp System; and

"Requests the Council to take the necessary steps to ensure that the Secretary-General may be acquainted with the effect interested Governments are able to give to the above recommendations."

(Adopted, 26th Sept. 1934.)

8. *Admission of the Union of Soviet Socialist Republics to the League.*

LETTER FROM THE PRESIDENT OF THE COUNCIL TO THE PRESIDENT OF THE
ASSEMBLY OF THE LEAGUE OF NATIONS.

Geneva, September 15th, 1934.

Mr. President,

I have the honour to communicate to you herewith copy of a resolution which has to-day been adopted by the Council regarding the appointment of the Union Socialist Soviet Republics as a permanent Member of the Council as soon as it has entered the League of Nations.

I should be glad if you would submit this resolution to the Assembly for its approval in accordance with Article 4, paragraph 2, of the Covenant.

I have the honour, etc.,

(Sd.) EDOUARD BENES,

President of the Council.

*Resolution adopted by the Council of the League of Nations
on September 15th, 1934.*

The Council,

Having had communicated to it the letter of September 15th, 1934, which has been addressed by the Union of Socialist Soviet Republics to the President of the Assembly with regard to that State's entering the League of Nations,

Decides, in virtue of the powers which it derives from Article 4 of the Covenant, to appoint the Union of Socialist Soviet Republics to be a permanent Member of the Council as soon as its admission into the League of Nations has been agreed to by the Assembly,

Invites the Assembly to approve this decision.

9. *Admission of the Union of Soviet Socialist Republics to the League.*

The Sixth Committee,

In consideration of the invitation addressed by thirty delegations to the Government of the Union of Soviet Socialist Republics on September 15th, 1934, with a view to the entry of the Union of Soviet

Socialist Republics into the League, and of the communication on the same subject from the Governments of Denmark, Finland Norway and Sweden;

In consideration of the communication addressed to the President of the Assembly by the Government of the Union of Soviet Socialist Republics on the same day, in reply to those referred to above;

And in consideration of the fact that the Soviet Government states in its reply that it undertakes "to observe all the international obligations and decisions binding upon Members in conformity with Article 1 of the Covenant":

Recommends the Assembly to admit the Union of Soviet Socialist Republics to the League of Nations.

10. *Admission of the Kingdom of Afghanistan to the League.*

The Sixth Committee has taken note of the report of the Sub-Committee which was instructed to consider the application of the Kingdom of Afghanistan. The Sixth Committee approves the report and unanimously recommends that the Assembly should admit the Kingdom of Afghanistan to the League of Nations.

In accordance with the ordinary procedure followed in the admission of new Members, the Sub-Committee has based its work on the questionnaire employed for the purpose in the past, and has given the following answers to the different articles of the questionnaire.

I. *Is the application of the Kingdom of Afghanistan for admission to the League of Nations in order?*

The Sub-Committee replies in the affirmative. The application was made by telegram addressed to the Secretary-General by the Afghan Minister in London, dated September 24th, 1934. The authenticity of this document is not contested.

II. *Is the Kingdom of Afghanistan recognised de jure or de facto and by what States?*

The Sub-Committee finds that the majority of European and Asiatic countries have diplomatic representatives at Kabul.

III. *Does the country possess a stable Government and fixed frontiers? What is its area and population?*

The Afghan Government is regularly established, and the frontiers of the Country are regularly delimited. Its area is some 760,000 square kilometres, and its population some 10 millions.

IV. *Is the country fully self-governing?*

The Kingdom of Afghanistan is an independent sovereign State.

V. *Does the Afghan Government give a guarantee to observe its international obligations?*

The application of Afghanistan for admission to the League of Nations states that it undertakes to fulfil all obligations devolving on it in its capacity as a Member of the League.

In the matter of paragraph 2 of Article 1 of the Covenant with reference to the acceptance by the Afghan Government of such regulations as

may be prescribed by the League in regard to its military, naval and air forces, the Sub-Committee finds that, in view of the fact that Afghanistan is participating in the Conference for the Reduction and Limitation of Armaments, the object of which is none other than the establishment by treaty of a system regulating, among other things, the scale of armaments of the participant countries, there is no occasion to raise this particular issue with the Permanent Advisory Commission on Military, Naval and Air Questions.

VI.—*General Committee.*

(1) COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

DRAFT RESOLUTION SUBMITTED BY THE GENERAL COMMITTEE.

"The Assembly,

Having consulted its General Committee on the procedure to be followed with regard to the question appearing on the agenda for the session as Item 8 (Commission of Enquiry for European Union),

Notes that circumstances have been such that the Commission has been unable to meet since the last session,

And decides, such being the case, to renew the mandate of the Commission of Enquiry for European Union for the coming year and to place the question on the agenda for the next session of the Assembly."

(Adopted, 26th Sept. 1934.)

(2) COMMITTEES OF THE LEAGUE OF NATIONS.

DRAFT RESOLUTION SUBMITTED BY THE GENERAL COMMITTEE.

"The Assembly,

Having taken cognisance of the Secretary-General's report on the League Committees, prepared as a result of the Council's decision of January 17th, 1934, (Document C. 287. M. 125. 1934).

Considering that this report constitutes a useful basis for enquiring whether corrections, adjustments, or improvements should be made in the constitution and in the practice and procedure of the committees,

Requests the Council

To have the Secretary-General's report studied by a suitable body in order that proposals for the realisation of the above-mentioned aims may, if necessary, be laid before the Assembly at its next session.

In order to facilitate this examination, the Members of the League might be invited to communicate to the Secretary-General any suggestions they may wish to make."

(Adopted, 27th September 1934.)

(3) WORK OF THE CONFERENCE FOR THE REDUCTION AND LIMITATION
OF ARMAMENTS.

Note by the Secretary-General.

The Secretary-General of the League of Nations has the honour to communicate hereunder to the delegations the text of a letter sent to the President of the Assembly on September 26th, 1934, by the delegation of the Union of Soviet Socialist Republics.

Geneva, September 26th, 1934.

Sir,

In view of the fact that, during the session of the fifteenth Assembly of the League of Nations, the Third Committee was not constituted and that there has thus been no opportunity of taking stock of the present position of the work of the Conference for the Reduction and Limitation of Armaments, and that, moreover, at this advanced stage of its work, the Assembly could not enter upon a discussion of the question, the delegation of the Union of Soviet Socialist Republics has the honour to request you to be good enough to submit to the next plenary meeting of the fifteenth Assembly the following draft resolution:

"The fifteenth Assembly of the League of Nations expresses the hope that the President of the Conference for the Reduction and Limitation of Armaments will report to the League Council on the position of the work of that Conference and that the Council will express its views as to the procedure to be followed."

I have the honour, etc.

(Signed) M. LITVINOFF.

*His Excellency M. R. J. Sandler,
President of the Fifteenth Assembly
of the League of Nations, Geneva.*

(Noted by the Assembly, 27th September 1934.)

(4) NATIONALITY OF WOMEN.

Note by the Secretary-General.

The Secretary-General has the honour to communicate to the Assembly a letter addressed on September 21st, 1934, to the President of the Assembly by the delegations of the Argentine, Chile, China, Colombia, the Dominican Republic, Haiti, Latvia, Mexico, New Zealand, Panama, Siam, Czechoslovakia, Turkey, Union of Soviet Socialist Republics and Yugoslavia.

Geneva, September 21st, 1934.

"Your Excellency,

"In view of the world-wide restrictions upon the rights of women—the right to earn a living, the right to an education, to hold public office, to enter the professions—and in view of the interdependence of nationality and the right to work, the following delegations request that there be brought before the First Committee the Convention for Equality for Women in Nationality entered into at the recent Conference of American Republics at Montevideo.

"Trusting that this action may be taken immediately, etc.

(Signed.)

M. Litvinoff	U. S. S. R.
Stefen Osusky	Czechoslovakia.
Cemal Hüsnü	Turkey.
F. Castillo Najera	Mexico.
M. Rivas Vicuna	Chile.
A. Nieto-Caballero	Colombia.
Quao Tai-chi	China.
B. Porras	Panama
Phya Subarn Sompati	Siam.
E. Brache Jr.	Dominican Republic.
James Parr	New Zealand.
W. Munters	Latvia.
J. M. Cantilo	Argentine.
Constantin Mayard	Haiti.
J. Subotic	Yugoslavia."

(Noted by the Assembly, which decided to

include the question in the agenda

of the next ordinary session of the

Assembly, 26th September 1934)

(5) STATUS OF WOMEN.

Note by the Secretary-General.

The Secretary-General has the honour to communicate herewith to the Council and Members of the League a letter dated September 26th, 1934, addressed to the President of the Fifteenth Session of the Assembly and signed by the Representatives of the following countries to the session:

Argentine, Bolivia, Cuba, Dominican Republic, Haiti, Honduras, Mexico, Panama, Peru, Uruguay.

At the request of these delegations and in application of Article 4 of the Rules of Procedure of the Assembly, the Secretary-General will take the necessary steps to see that the question dealt with in this letter is placed on the agenda of the Sixteenth Session of the Assembly.

September 26th, 1934.

*His Excellency M. R. J. Sandler,
President of the Assembly,
League of Nations, Geneva.*

Your Excellency,

In consideration of the fact that the League of Nations is an international organisation designed to defend human rights, the following delegations deem it urgent that the League take cognisance of the present widespread and alarming encroachments upon the rights and liberties of women, and, recognising that the League has no more loyal supporters in its work for international peace than the women of the world, believe that the League should show its appreciation of the services of women by giving immediate attention to every circumstance imperilling their welfare.

Since the Bureau has found it impossible to give consideration at the present time to the subject of the nationality of women and has, we understand, put this subject on the agenda of the next session of the Assembly, we, the undersigned, request that there be included on the agenda not only the subject of women's nationality but also the entire status of women, giving particular attention to the Treaty signed by four Governments at Montevideo (December 1933) to remove all legal distinctions based on sex.

We also request the Assembly, or the proper authorities as an emergency matter, to bring the whole critical situation affecting the position of women before the Council of the League at the earliest possible moment.

We have the honour to be, Sir,

Your obedient servants,

(S) S. E. F. Tudela (Peru).

S. E. Dr. G. Patterson (Cuba).

S. E. M. A. Costa du Rels (Bolivia).

S. E. Dr. B. Porras (Panama).

S. E. Dr. E. Brache (Dominican Republic).

S. E. F. Castillo Najera (Mexico).

S. E. J. M. Cantilo (Argentine).

S. E. M. Mayard (Haiti).

S. E. M. A. Bauer (Honduras).

S. E. M. Guani (Uruguay).

(Noted by the Assembly, 27th September 1934.)

(6) RELATION BETWEEN THE LEAGUE OF NATIONS AND THE PAN-AMERICAN UNION.

Note by the Secretary-General.

The Secretary-General has the honour to communicate herewith to the Council and Members of the League a letter dated September 26th, 1934, from the Colombian Delegation to the President of the Fifteenth Session of the Assembly.

At the request of the Colombian Delegation and in application of Article 4 of the Rules of Procedure of the Assembly, the Secretary-General will take the necessary steps to see that the question dealt with in the Colombian Delegation's letter is placed on the agenda of the Sixteenth Session of the Assembly.

Your Excellency,

As a result of the speech delivered by one of our number at the plenary meeting on September 14th, several delegations have suggested to us that a concrete form should be given to the observations made on that occasion regarding the necessity of establishing a link between the League of Nations and the Pan-American Union. It is in consequence of these suggestions that the Delegation of the Republic of Colombia to the Fifteenth Assembly has thought it desirable to prepare the draft resolution which we have the honour to submit to you hereinafter, with the request that you will be good enough to have it placed on the agenda of the next session of the Assembly.

It had originally been our intention to raise this question direct before the Assembly at its present session. But in view of the importance of the problem and having regard to the fact that it has not yet been sufficiently investigated, we have thought it preferable to take the present opportunity of proposing that it should be placed on the agenda of the next session of the Assembly, just as it has already been incorporated in the programme of the next Pan-American Conference. In this way, the Governments will all have an opportunity of studying this new question and will be in a position to give specific instructions to their delegates. We feel therefore that close co-operation between the League of Nations and the Pan-American Union will help to consolidate the rule of law and to facilitate a better understanding amongst the peoples. It is for that reason that we attach the highest importance to the proposal which we have the honour to submit for the consideration of the Assembly.

We should like to avail ourselves of the present communication to state some of the ideas which have guided the Colombian Delegation in this matter. It should, in the first place, be made clear that the Pan-American Union is in no way opposed to the principle of the universality of international organisation towards which the League of Nations is happily progressing. The Pan-American Union, to which all the States of the New World belong without exception, has been in existence for half a century. It is designed to co-ordinate their interests in every sphere of activity. Furthermore, the Member States meet periodically in the so-called Pan-American Conference to

deal with matters of particular interest. The Seventh Conference has just taken place at Montevideo and was attended by more than ten Ministers for Foreign Affairs, including the United States Secretary of State. That Conference adopted a resolution, the purport of which was that a link should be established between the Pan-American Union and the League of Nations in everything appertaining more especially to the codification of international law.

On the initiative of that distinguished statesman, the late M. Briand, the States of Europe also desired to found a European Union, since when reference is constantly being made to the "European spirit" and to the "good European", an expression which was used in the Assembly by the Chancellor of Austria when speaking of his eminent predecessor. There are also two other groups in Europe; that formed by the Little Entente and that formed by the Baltic States, not to mention the Parties to the Balkan Pact; these groups are endeavouring to establish closer mutual relationships with each other, without any suggestion that such a policy implies a desire to set up a special international community separate from the world community. The Pan-American Union is a continental form of the same tendency to the organisation of regional groups as is to be observed in Europe. That being the case, it may be claimed that it constitutes one of the "regional understandings" mentioned in Article 21 of the Covenant of the League of Nations.

As suggestions are frequently heard that the Pan-American Union, like what is known as American International Law, detracts from the universality of the law of nations, we believe it necessary to place matters in their proper light in order to dispel such misunderstandings. So far as we are aware, no one has ever maintained that there is an *exclusively* American international law, that is to say, a body of law established solely for the use of the States of the New World and entirely distinct from universal international law. But, at the same time, no one would at present deny that there are in America problems, doctrines, and situations of a clearly American character, and that in order to solve them, recourse is frequently had to principles of American origin. Taken together, these problems, doctrines, and situations make up what it is usual to call American International Law. Thus defined, the latter is in no way antithetic, but, on the contrary, complementary to universal international law.

We should be greatly obliged if you would kindly transmit to the Member States, at the same time as the draft resolution which we ask should be placed upon the agenda of the next session of the Assembly, the present statement of the considerations which are its explanation and justification.

We have the honour to be,

(Signed) A. NIETO CABALLERO.

(") E. CUERVÓ MARQUEZ.

(") J. M. YEPES.

Draft resolution submitted by the Delegation of Colombia for inclusion in the agenda of the next session of the Assembly of the League of Nations.

The Assembly of the League of Nations;

Considering that the establishment of regular and permanent links between the League of Nations and the Pan-American Union is a factor which would effectively contribute to the consolidation of peace and the strengthening of the rule of law in international relations,

Notes the resolution of the Seventh Pan-American Conference regarding an enquiry into the possibility of establishing a link between the League of Nations and the Pan-American Union;

The Assembly expresses the hope that the question of the establishment of regular and permanent relations between the League of Nations and the Pan-American Union may be investigated by a Committee appointed by the President. The said Committee would consider the possibility of each of the two institutions appointing official observers attached to the other, together with the desirability of drawing up a declaration of the great principles of international law which are common to both.

(Noted by the Assembly, which decided to
include the question in the agenda
of the next ordinary session of the
Assembly, 27th September 1934.)



